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ABSTRACT

The study reported here, the fourth of a series of studies on adult education in Organization for Economic Co-operation and Development (OECD) countries, provides quantitative evidence about the magnitude and characteristics of adult education activity in nine OECD countries. The nine countries included are Austria, Canada, Denmark, Germany, Italy, the Netherlands, Sweden, United Kingdom, and United States. An introductory chapter briefly comments on the problems involved in collecting data about participants, participation, and expenditures in adult education. Nine papers then follow with each one devoted to the status of adult education in each of the nine OECD countries. For each country, the papers describe the prevailing frameworks within which adult education is provided, give rough estimates of the percentages of national populations participating in educational programs in any one year, provide some indication of the socioeconomic characteristics of participants, and identify the areas of research most needed regarding expenditure. Finally, a tenth paper proposes some strategies to make comprehensive and up-to-date information about enrollment and program statistics more readily available in the future. (EM)

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ED149056

Learning opportunities for adults

VOL. IV

PARTICIPATION IN ADULT EDUCATION

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CONTENTS

PREFACE 4

INTRODUCTION 5

I. AUSTRIA 21
by Eveline Hönigsperger

II. CANADA 75
by Gary Dickinson and Coolie Verner

III. DENMARK 111
by Per Himmelstrup

IV. GERMANY 151
by Hedwig Rudolph

V. ITALY 177
by Ugo Trivellato

VI. THE NETHERLANDS 227
by Hans Lington

VII. SWEDEN 265
by OECD Secretariat

VIII. UNITED KINGDOM 283
Proprietary Schools
by Jack Wiseman
and Adult Education and Training 317
by Maureen Woodhall

IX. UNITED STATES 359
by Robert Calvert Jr.

X. PROPOSALS FOR A STATISTICAL PROGRAMME 417
by Yvon Fortin

PREFACE

The present volume is the fourth of a series of studies on adult education in OECD countries. The first is an analytical survey of existing facilities for adult education, together with proposals for governmental action to improve them. The second and third volumes are national case studies of major trends and critical issues. This fourth volume provides quantitative evidence about the magnitude and characteristics of adult education activity in a number of OECD countries. It complements the information contained in the Educational Statistics Yearbook of OECD which covers "regular" educational activity.

Few countries have as yet framed comprehensive policies for adult education and, in general, the field lacks the capital and personnel resources to satisfy adult learning needs in a comprehensive and systematic fashion. One reason for the material weakness of adult education is that public authorities can seldom refer to statistical and other data which would enable them to formulate realistic policies. Recognising this deficiency the Working Group of the Education Committee on Educational Statistics and Indicators decided in 1974 to commission a number of national reports on the current nature and magnitude of participation in organised programmes and the scale of public and private funds devoted to adult education.

Although important data are often lacking, the present volume nevertheless provides a uniquely valuable picture of the present position in adult education. It gives a general description of the prevailing frameworks within which adult education is provided, rough estimates of the percentages of national populations participating in educational programmes in any one year and some indication of the socio-economic characteristics of participants. On the subject of expenditure, it does not present detailed information but opens up the field for further study and points up the areas where research is most needed. An introductory chapter by the Secretariat endeavours to draw together some of the general problems and difficulties involved in arriving at a more refined system of data collection and analysis in this field.

The views expressed in the reports in this volume submitted by the national experts and in the "Proposals for a Statistical Programme" are those of the authors and do not commit the OECD or the Member countries concerned.

INTRODUCTION

DATA ON ADULT EDUCATION
PROBLEMS AND PROSPECTS

I. THE CHANGING STATUS OF ADULT EDUCATION

In all OECD Member countries the last few years have seen a radical change in the status of adult education. Once an activity marginal to the main business of national educational systems, it is now the subject of considerable public interest. The reasons for this change differ slightly from country to country but are everywhere the result of common factors. These have been summarised in a recent OECD report:

> "First, it is generally recognised that if disadvantaged sections of society are to have the chance to improve their social and economic position then, among other things, they must have access to educational opportunities equivalent to those which they missed in their youth. Secondly, it is also generally recognised that in order to help disadvantaged children to profit from their schooling, it is necessary to modify the attitudes and invoke the collaboration of their parents. Thirdly, the efficiency of modern economies depends upon the continual improvement of the knowledge and skills of the labour force through appropriate training and retraining schemes. Fourthly, it becomes ever more clear that many of the acute problems facing contemporary societies cannot be solved even by the most enlightened of social and economic policies unless the man in the street is both well-informed and socially active. Finally, it is accepted that we have been expecting the schools to achieve too much and that several major educational tasks might more effectively be carried out by devising various forms of continuing education within a recurrent education framework."(1)

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1) Comprehensive Policies for Adult Education, OECD, De-restricted document, 1976, pp. 3-4.

However, the above report also underlines the fact that:

> "... only a few countries have enunciated an explicit administrative and financial policy on adult education. In most countries, it is not given the resources of a front-rank public service and its provision tends to be fragmentary, under-financed and understaffed".(1)

One explanation for the equivocal position of adult education is that the public authorities are poorly informed about its real nature and scope and do not have data, whether statistical or not, necessary for the formulation of practical policies for expansion. In a recent report prepared for the Council of Europe, J.A. Simpson wrote: "Everywhere an obstacle is encountered in the sheer lack of reliable statistical information about the education of adults. By comparison, the planning of other sectors of education is statistically well informed".(2) The authors of one of the papers in the present collection reinforce this statement on statistics:

> "... it is virtually impossible to provide any completely reliable data on the opportunities for learning made available to adults or on their participation in the educational activities provided for them".(3)

The papers which follow are therefore to be seen as a first attempt to fill the gap. They were commissioned with due consideration to complementary projects sponsored by UNESCO and the Council of Europe. Since 1966, UNESCO has developed an International Standard Classification of Education (ISCED) "as an instrument for collecting and compiling statistics of education both within individual countries and internationally. It is intended that the classification will apply to data from both the school and university systems and to the wide range of programmes of organised education and training provided outside these systems. ISCED also provides the much-needed definitional basis for identifying such programmes".(4) For its part, the Council of Europe recently sponsored the feasibility study already cited.(5)

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1) OECD, op.cit., p. 6.

2) J.A. Simpson, Feasibility Study in the Collection of Adult Education Statistics, Strasbourg, 1973, p. 1.

3) Dickinson and Verner. References to papers included in this volume will simply cite the author's name.

4) UNESCO, Manual for the Collection of Adult Education Statistics, Paris, 1975, p. 3.

5) Cf. J.A. Simpson, op.cit.

Scope of the Studies

The contributors were asked to survey both participation and expenditure in their respective countries on the basis of the data that they could assemble. Adult education has of course developed according to national circumstances and the varying interpretations placed upon it, and it was not thought useful to ask the contributors to adhere slavishly to a standard model. It was nevertheless hoped that they would accept as far as possible the definition put forward in the International Standard Classification of Education (ISCED):

> "The term "Adult Education" as used here is synonymous with "out-of-school education" and means education provided for the benefit, and adapted to the needs, of persons not in the regular school and university system and generally fifteen and older. The application of this definition requires a clear statement of what is meant by "Education". For the purposes of ISCED, "Education" is taken to comprise organised and sustained communication designed to bring about learning. Since Adult (out-of-school) Education is distinguished from Regular school and university education, this term also needs to be defined. It is used in ISCED to describe the system that provides a "ladder" by which children and young people may progress from primary schools through universities (although many drop out on the way). It is designed and intended for children and young people, generally beginning at age five to seven up to the early twenties (although in some circumstances older students are accommodated along with their younger colleagues)."(1)

In the United States, the National Center for Educational Statistics, U.S. Office of Education, has recently collected and analysed statistics of unique range and reliability. A contribution from Robert Calvert, Jnr., the official responsible for this activity, will be found among the following pages. Statistics Canada has prepared a plan for the long-term collection of detailed national statistics on adult education and kindly agreed that the plan should appear as a conclusion to this volume.

Perhaps the most striking aspect of this volume is the similarity in the content of the papers. Differences spring from the breadth or narrowness ascribed to adult education in each country and the extent to which reliable data are available - not the least valuable outcome of the exercise is clear evidence that theoretical schemes and facilities for gathering data are far more sophisticated in certain countries than in others.

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1) UNESCO, op. cit., p. 4.

In this introduction it is proposed to comment upon three topics which are central to all the papers:

i) the problems involved in collecting statistics about participation in adult education;
ii) socio-economic characteristics of participants;
iii) the problems involved in collecting data about expenditure on adult education.

It is also intended to offer proposals for the more effective collection of national statistics in the future.

II. PROBLEMS INVOLVED IN COLLECTING ADULT EDUCATION STATISTICS

To gather accurate statistics about participation in adult education is a notoriously difficult undertaking even within a single country, as the authors of the present papers testify.(1) How much more difficult, therefore, to amass statistics for the purpose of cross-cultural comparisons. There are seven major reasons for this:

i) uncertainty about the range of activities to be included within the scope of adult education;
ii) confusion about what is meant by the concept of participation;
iii) the existence of a very large number of agencies, some providing learning opportunities for adults as a primary, some as a secondary function;
iv) a general lack of concern to gather statistics on the part of the public authorities and many of the providing agencies;
v) the unreliability of the methods used by agencies to record statistics;
vi) the variety of methods used by agencies to record statistics;
vii) the tendency for a significant percentage of adult learners to participate concurrently in more than one educational programme.

These reasons will now be considered seriatim.

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1) Cf. for example, "... often ... based on very crude estimates, or even guesses, because no better estimates yet exist". (Woodhall, p. 317.

The Scope of Adult Education

In the past there appeared to be ineradicable confusion about what constituted adult education even within countries.(1) Indeed, the author of one of the present papers points out:

> "Interestingly enough, because of the variety of opinions as to what constitutes adult education, the largest professional society (the Adult Education Association of the United States) has never adopted a formal definition of the term."(2)

There is, today, in most OECD countries broad agreement about its scope among education officials and professional adult educators, and at international conferences there is even talk of a recent emergence of a consensus on terminology.

The most commonly accepted definition of adult education runs as follows:

> "Adult education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programmes are especially designed for adults) undertake sequential and organised activities with the conscious intention of bringing about changes in information, knowledge, understanding or skills, appreciation and attitudes; or for the purpose of identifying and solving personal or community problems."(3)

The above definition is more detailed than the ISCED definition to which those preparing papers for the present seminar have tended to adhere and it embodies two fundamental ideas, namely, that adult education is for those who are over the age at which people normally leave school and who are no longer full-time students (that is, not in 'regular' education) and that it is confined to organised sequential learning situations in which there is an agent providing a learning opportunity with whom a student interacts. The trouble with this definition is that, like the ISCED definitions, it excludes a good deal of informal learning as well as self-directed learning,(4) and

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1) Cf. "However, the central fact of this type of difficulty is that in none of our countries is there legislation or administration which treats all forms of the education of adults as a single category in respect of which statistics are required". (Simpson, op. cit., p. 2).

2) Calvert, p. 360.

3) A.A. Liveright and N. Haygood, eds. The Exeter Papers, Boston, 1969, p. 9.

4) Many adult education programmes are offered under the auspices of voluntary agencies which do not record enrolments at all. Moreover, public as well as voluntary agencies providing programmes under the rubric of 'community education' may deliberately eschew the use of enrolment forms and registers so as to encourage a higher rate of participation!

it implies that all adults once attended school. Its practical advantage is that it enables the problem of statistical measurement to be kept under some degree of control, for to attempt to quantify informal and independent learning activities is to enter into a dark continent.

The OECD Education Committee has recently decided that for purposes of policy-making the most suitable definition of adult education is as follows:

> "Adult Education refers to any learning activity or programme deliberately designed by a providing agent to satisfy any learning need or interest that may be experienced at any stage in his or her life by a person who is over the statutory school leaving age and whose principal activity is no longer in education. Its ambit, thus, spans non-vocational, vocational, general, formal and non-formal studies as well as education with a collective social purpose."(1)

Formal and Non-formal Education

For the purposes of the ISCED project a distinction within the field of adult education has been drawn between 'formal' and 'non-formal' education.

> Formal Education : education in which students are enrolled or registered regardless of the mode of teaching used; i.e. it includes an educational series transmitted by radio or television if the listeners are registered.
>
> Non-formal Education : education for which none of the learners is enrolled or registered.

For the purpose of assembling manageable statistics the value of this distinction is obvious but it leads to the neglect of a large area of adult education.

What is Implied by Participation?

When can an adult be said to be participating in adult education? If a person attends a single public lecture in a whole year is he or she to be defined as a participant? In terms of the definition given above it would seem necessary that to qualify as a participant an adult should attend a sequence of meetings or complete a cycle of exercises as for a correspondence course. Then the question arises how long is an acceptable sequence or cycle? For the purposes of their classic study of participation in adult education Johnstone and

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1) OECD, op. cit., p. 7.

Rivera (1) decided that four meetings should be the irreducible minimum. Some educators might consider even that too short a period to judge whether a learning experience is serious or not but it can reasonably be claimed that a man or a woman who attends at least four meetings has clearly made a deliberate commitment to participation.

Two questions then arise: first, is a participant who attends four meetings of, say, one hour each to be distinguished from one who attends evening classes three nights a week for forty weeks a year? Secondly, how is participation in adult education to be seen in relation to participation in regular education? Presumably in order to be really informative, participation studies should always aim to record the exact number of hours annually spent in participation. It is interesting to note that in the 1975-76 survey of adult education in Norway, data are requested for enrolled students together with those who 'attended at least half the lessons'.(2)

It is, of course, virtually impossible to measure the quality of participation. Light years divide the question 'how many participate?' from the question 'what do participants actually learn?' Here we touch on the problem of how to evaluate the effectiveness of programmes and that goes beyond the scope of the present report.

Heterogeneous Agencies

In both the public and private sectors a host of agencies provides learning opportunities for adults. In any major metropolitan area there are likely to be hundreds of agencies offering adult educational courses of one kind or another. Some agencies exist solely to provide such opportunities, whereas others provide them as a secondary or incidental function. Moreover, there are many agencies which offer learning opportunities for adults but which do not regard themselves as engaged in the business of adult education. The existence of such a profusion of agencies obviously hampers the process of data gathering, especially as a good proportion are managed by part-time or voluntary officials and many of them serve a parochial rather than a national catchment area.

Lack of Concern

Few governments have attempted to gather systematic statistics about adult education, except for the occupational training sector, for at least three reasons: on the whole, adult education has not in

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1) J.W.C. Johnstone and R.J. Rivera, Volunteers for Learning: A Study of the Educational Pursuits of American Adults, Chicago, 1965.

2) Central Bureau of Statistics, A Preliminary Report on the pilot testing of UNESCO's proposals for the collection of Adult Education Statistics, Oslo, 1976, p. 8.

the past been a major burden upon public funds; it has seldom been seen as a key factor in determining social and economic policies; it has not been sustained by politically influential pressure groups. The Government of Canada which has attempted systematically to collect statistics has in the past found the effort unrewarding.

Not only the public authorities but many of the providing agencies display a lack of concern about gathering statistics. This lack of interest may be attributed partly to indifference, partly to calculated secretiveness - correspondence course agencies, for example, frequently do not release figures so as not to disclose the drop-out rate - partly because they fear that they will be misused (1) and partly because they do not employ trained statisticians and control suitable survey instruments. In his paper on the United States, R. Calvert comments:

> "Probably the most difficult area of measurement in adult education deals with programmes operated by employers. Few firms or agencies keep records on this activity and many individuals fail to recall it if they are asked to report on their participation in adult education."(2)

Unreliability of Methods

Such statistics as are available are to be treated circumspectly. In general, it is good for the prestige of providing agencies to publish the highest possible enrolment figures and to underestimate drop-out rates. Moreover, adult education agencies are almost everywhere subject to what has been described as the 'enrolment economy', that is, the size of their annual income is very often in direct proportion to the number of students enrolled in their programmes. In order to command the highest possible income, some institutions therefore resort to questionable devices for inflating enrolment returns. There is also a tendency for national associations to confound aspirations with reality by presenting notional global statistics.

Variety of Methods for Recording Statistics

Unless they are obliged to submit returns to central or local government, agencies record statistics about participation according to their own administrative requirements and procedures and without

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1) Cf. "However, the chambers of industry and commerce, which are relatively autonomous institutions responsible for the regulation and supervision of apprenticeship, reduced their statistical publications programme as soon as their statistics were used to back public criticism of the system in the early sixties." (Rudolph), p. 153.

2) Ibid., p. 388.

reference to a standardised format. The result is that it is difficult, if not impossible, to compare statistical returns from different agencies. Thus, one of the reasons why Statistics Canada abandoned its first attempt to collect federal statistics was the bewildering variety of methods used by adult education agencies for reporting enrolments.

Double Counting

It is well known that a sizeable proportion of the participants in adult education are otherwise active in social and cultural affairs. Many participants attend concurrently adult education courses provided by several agencies. It is also to be noted that some agencies do not take the trouble to count heads as against enrolments by courses either because they lack clerical help or because they find it expedient to imply that they are catering for more people than are actually in attendance. Multiple enrolments doubtless occur on a considerable scale, especially in the more traditional forms of adult education. In order to allow for double or multiple counting it is accordingly necessary to reduce global enrolment figures by a related percentage.

National Rates of Participation

When basing estimates of national participation rates on the annual statistics published by providing agencies, two major difficulties and one minor difficulty arise. The first major difficulty is that it is often impossible to know how many of the members of organisations that provide educational facilities incidentally to their main function are engaged in activities which can be qualified as strictly educational rather than recreational. The second major difficulty, as pointed out above, springs from the fact that many people take advantage of more than one programme. The minor difficulty is that annual statistics furnished by providing bodies do not always refer to the same period. Most statistics relate to the academic year, that is, roughly from 1st September in one year to 31st August in the next, whereas others relate to the calendar or fiscal year. This difficulty, however, can usually be overcome by careful adjustment.

Participation studies usually relate to one year or to a prescribed period in time. In so far, therefore, as they purport to show the scale of long-term public participation in adult education they can be most misleading. There is plentiful evidence of significant shifts from year to year in the composition of the student population. This is only to be expected since, whereas some adults attend at least one course every year, the majority take advantage of learning opportunities only when they feel the need for them. Accordingly, in order to ascertain what percentage of the adult population participates in adult education as the need arises, it is necessary either to calculate the rate of participation over a minimum of, say, five years, or to estimate the annual rate of turnover and to deduce from it the percentage of adults likely to participate in adult education during a whole lifetime.

III. WHO PARTICIPATES

A good deal is known about the socio-economic characteristics of participants in adult education thanks to the number of surveys undertaken during recent years, at national, local and institutional levels. It is, of course, relatively easy and not particularly costly to cull the necessary information either by distributing questionnaires to samples of participants or by ensuring that enrolment forms contain a series of questions about occupation, marital status, number of children, level of previous educational attainment and so on. Moreover, administering participation surveys is a suitable exercise for post-graduate students to undertake.

All the evidence shows that those who attend courses are untypical of the adult population as a whole with regard to age, occupation, income and level of previous education.(1) The key determinant of participation is the level of previous education: the higher the level the more likely there will be participation. In general, participants come from the higher socio-economic groups, especially from the professional classes. Thus, in the United States:

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1) The survey carried out by Johnstone and Rivers revealed that: three outstanding characteristics distinguished the samples from the population at large:

   a) More than half the participants were under 40; four out of five were under 50.

   b) Education. The average participant had received more formal education than the average adult in the total population. Thus, during the year of the survey only 4 per cent of the participants had no schooling as against 47 per cent who had received more than sixteen years of education.

   c) Occupation and Income. Occupation and income were influential factors though not to the same degree as the amount of formal education. Apart from these three distinguishing characteristics the characteristics of the samples conformed with those of the population at large. Men and women participated in more or less equal numbers; the religious sects were evenly represented; Negroes and Whites of similar educational background were equally likely to participate.

   (Summarised in J. Lowe, Adult Education in England and Wales, London, 1970, p. 332).

> "While adult education has been cited as a means to occupational progress, reports from those actually involved indicate that employed persons and those with the highest incomes are more apt to take part than those without a job."(1)

Investigators have tended to avoid asking questions about income levels so that all that can safely be said on this score is that participants, on the whole, live in high income residential areas. Except in vocational courses, women outnumber men - in some institutions by a ratio of two to one. Younger people out-number older people, although there is a discernible current trend, notably in the United States, for educational agencies to address programmes specifically to adults over fifty.

Few attempts have been made to compare the socio-economic composition of participants from district to district (2) or from agency to agency or from programme to programme. Such evidence as exists shows that there is not much change from district to district, some change from agency to agency (as, obviously, between university extension programmes and workers' educational programmes) and significant changes from programme to programme. Thus, manual workers attend courses in car maintenance in some strength but are conspicuous by their absence from almost all other courses.

The fact that participation in adult education is mainly a middle-class phenomenon is now so well established that policy makers and educational administrators spend considerable time discussing ways and means of attracting the attention of adults with a low educational attainment, especially those classified as 'the underprivileged'.

IV. PROBLEMS IN ESTIMATING COSTS

The present set of case-studies confirms that remarkably little information is available about the financing of adult education. In his paper on the Netherlands, H. Lington sums up: "If it is difficult to obtain reasonable estimates about enrolments in education and training, it is nearly impossible to get information about the costs of adult education". Maureen Woodhall uses almost exactly the same words to describe the situation in the United Kingdom: "If it is

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1) Calvert, p. 366.

2) See Johnstone and Rivera's comparative study of Two Cities, op. cit., pp. 311-344.

difficult to get accurate estimates of the volume of education and training for adults, it is almost impossible to get estimates of its costs, except for a few categories".(1) In the United States the only reliable figures are about federal government funding and State matching.(2) Although crucially important it is a subject which has escaped the attention of researchers and only recently has it become a regular item on the agendas of official and professional meetings. The reason for this neglect is that adult education was widely regarded, until very recently, as a marginal activity not only by public officials, economists and academic researchers but also by professional adult educators themselves.

Today there is a good deal of interest in the financing of adult education (largely aroused by the realisation that expenditure on occupational training by public and private employers has become very substantial) and some publications have appeared.(3) As the public authorities spend more money on adult education so they become more interested in the economics of adult education. For example, "eventually, the concern for accountability and measurement may lead to a definitive national estimate of the total cost of adult education in the United States, but no such estimate may be made today."(4) But the dearth of solid information remains and what there is does not easily lend itself to comparative treatment.

Some of the difficulties in determining expenditure upon adult education are as follows:

i) Many adult education programmes are run by agencies with responsibility for the general education service or by agencies for which adult education is a secondary or incidental concern. In either case they usually provide supporting services (plant, lighting, heating, equipment and sometimes even salaries) out of their overall budgets and do not try to separate out even a notional percentage for the adult education element. One may cite the example of those universities which arrange extra-mural programmes and underwrite all the costs not met out of revenue from students' fees or government subsidies. They can produce details of their expenditure on teachers' salaries but rarely attempt to estimate non-teaching costs.

ii) For central or even local government the expenditure on adult education may be so small a percentage of the gross

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1) Woodhall, p. 349.

2) Calvert, p. 401.

3) For example, Council of Europe, Financial Aspects of Adult Education, Strasbourg, 1969.

4) Calvert, p. 403.

expenditure on education that it is not worthwhile administratively to keep a separate account and to arrange for special audits.

iii) When adult education programmes are provided by the public authorities it is often difficult to disentangle the central government and local government contributions.

iv) Adult education programmes are often administered and organised by personnel with other responsibilities. For example, a trade union officer may well be required, among other duties, to supervise an education scheme. It is a very rare organisation indeed that includes an appropriate portion of the salaries of such personnel under the heading of educational expenditure.

v) Then there is the danger of double counting. Many public authorities give substantial grants to non-governmental adult education agencies. Both the donors and the recipients usually show the grants as part of their expenditures. It is only too obvious that in order to establish correctly the aggregate expenditure of public authorities and receiving agencies it is essential to count the grants only once.

vi) Some institutions indirectly support adult education by providing special services. The best example is the public library, which may supply accommodation for classes, sets of books and learning aids, provide free publicity for adult education courses and even assign a librarian to concentrate upon adult education programmes as a part-time or full-time commitment. Throughout a whole country the expenditure on services of this kind must add up to a substantial amount but it is virtually impossible at the present time even to guess at a figure, not only because of the immense difficulty of collecting information from thousands of institutions but also because few such institutions measure the size of their financial contribution to adult education.

The problem of determining costs to the individual participant is especially difficult. According to the authors of the Canadian case-study:

> "... it is impossible to even begin to estimate the total cost of participation to an individual because such indirect costs as lost wages, travel, child-care and similar expenses have not been studied."(1)

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1) Dickinson and Verner, p. 101.

Before national policies for the promotion of adult education can be formulated with any precision it is obvious that detailed information is required about the present scale of expenditure and the means employed for financing programmes. Decisions about the State's share of costs vis-à-vis private agencies or about which agencies should receive financial support or about the extent to which the participants themselves should bear the economic costs hinge upon knowing the facts of the present situation.

V. PROSPECTS

One sure and efficient way of obtaining a reliable estimate for the percentage of a national population participating in adult education is to conduct nationwide, random sample household surveys. So far such surveys have been carried out only in the United States and Canada. On the other hand, the survey carried out by Johnstone and Rivera on behalf of the National Opinion Research Centre furnished a wealth of reliable data on the rate of participation in adult education in the United States.

The principal obstacle to carrying out a nationwide survey is the high cost factor. One solution is to conduct sample surveys in conjunction with periodic population censuses or regular surveys such as, for example, surveys of the labour force in Canada. As a _pis aller_ it should be possible to obtain at least some accurate information by commissioning small teams of researchers to conduct limited national or local surveys of agencies which provide adult education.

Need for Government Action

Given the social and economic significance now attached to adult education especially within the context of recurrent education, and given the amount of public money expended upon it, at least in the occupational training sector, it is desirable that governments should assume responsibility for collecting reliable adult education statistics either directly through a statistical unit in the Ministry of Education or in a Central Statistical Office or by delegating the task to a co-ordinating body such as a National Institute of Adult Education or a National Research and Development Institute. In so far as agencies are already in receipt of grants from public funds, they can obviously be compelled to furnish statistics according to a standard formula as a condition of retaining their grants, as in Norway, for example. Agencies not in receipt of public funds may well present a problem, although even they could be forced to comply with a suitably couched state regulation (the precedent of State supervision of private correspondence course schools is relevant).(1)

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1) For example, in the Federal Republic of Germany and the Netherlands.

I

AUSTRIA

by
Eveline HÖNIGSPERGER

INTRODUCTION

This study of structures, participation and costs in post-formal education in Austria was undertaken at a time when a series of quantitative and qualitative surveys had been started by Austrian scholars. This development was primarily due to:

a) the increased prestige of recurrent education compared with basic education;
b) the fact that the present alternatives available to young people after compulsory school, either to continue full-time education or to enter the labour market, must be expanded by new and more flexible opportunities;
c) the recognition that society links specific professional images with specific educational courses, while in fact, more and more young people - as soon as they are incorporated into the working process - move away from these professional images, as their education loses its relevance for their actual occupational activity.

Apart from these reasons, the individuals providing agencies in the field of adult education are aware of the importance of making basic statistical information available for systematic planning. Consequently, the agencies as well as the central administrative authorities in charge of adult education, have taken the initiative in carrying out individual analytical studies. For example, under the auspices of the Director of the Department of Adult Education in the Federal Ministry of Education and Arts, Dr. Altenhuber, with a team of experts, is compiling a comprehensive report on the present position and trends in adult education in Austria. This work is particularly concerned with the development of adult education in relation to social factors and its specific role within the educational system. Among qualitative aspects, it will contain a statistical documentation of each of the prospective contributions concerning concrete projects organised by the "Verbände" (Associations) of Adult Education.

Aside from such activities as cover the whole federal area, a series of specific individual studies are under way. The courses, under the auspices of the Chamber of Labour in the province of Vorarlberg, concentrate on the following questions:

- organisational needs of the auditors (frequency, scheduling, duration and course structure);
- role of adult education (differentiated by vocational training and general training);
- educational demands of the participants (motivation structure);
- image of the Chamber of Labour Course Programme;
- question of advertising media.

Unfortunately, the project has not been completed at the present time and therefore no empirical data are available for this study, which essentially evaluates statistical statements of the accounts of the providing agencies of Austrian adult education. Certain data presented in this study will have to be revised when the current statistical surveys have reached completion.

ON TERMINOLOGY

The fact that no generally accepted definition exists among Austrian educational specialists for the concept of 'Adult Education' is an indication of the structural variety within this field. As a starting point it is necessary to have a clear-cut terminology for adult education in order to differentiate it from the classical educational system. At the same time, the establishment of an "organisational chart of adult education" as a basis for the systematic presentation of existing institutions and programmes in this educational sector would be helpful. In the attempt to differentiate adult education from the regular educational system, the participants, the programme structures and the educational levels involved have been used as criteria and the following categories emerge:

1. Classification according to participants
   Education of adults
   Education of full- and part-time students
2. Classification according to educational level
   Post-secondary education
   Elementary and secondary education
3. Classification according to programme structures
   Formal education
   Post-formal education

In an attempt to work out a valid taxonomy within the sector of adult education itself, the following categories emerge:

1. Classification according to the providing agencies
   Independent adult education
   State (public) adult education
2. Classification according to educational aims
   General adult education
   Vocational adult education
3. Classification according to teaching methods
   Adult education by long-distance courses
   Adult education by direct course attendance

The question is now raised as to which of the mentioned criteria for classifying the content of this study should be decisive. The purpose of the research was originally to draw a clear line between formal and post-formal education, whereby post-formal education was to be identical with adult education (in its broadest sense). The criteria for formal and post-formal education (regulated curricula and course of study, institutions organised as schools, legally recognised diplomas) allow most of the educational programmes to be classified into the formal, non-formal or post-formal areas with a certain number of borderline cases. The following categories emerge:

1. Educational areas decisively classified as formal;
2. Educational areas decisively classified as non-formal;
3. Educational areas which are borderline cases between formal and non-formal systems.

In view of the borderline cases the differentiation criteria of formal or non-formal structure of a programme do not allow for decisive separation of adult education as post-formal education and the other school system as formal education, since formal or normative programmes and curricula are also available in the area of adult education.

As a result, it was decided to use the participants rather than the programme structure as differentiating criteria. All institutions engaged in the education of adults are therefore included. Doubtless it will be useful to define the term 'adult education' in a broader sense than is usual in Austria. In detail, the study will cover the following areas:

1. Institutions of general adult education
2. Institutions of vocational adult education
3. Training and further training within enterprises
4. Apprentice training
5. Training programmes in the field of health professions
6. Training programmes in the field of National Defence
7. Promotion of training and further training in the field of labour market administration

8. Special variations in the training system for employed persons
9. Long distance adult training.

This listing goes beyond the general concept of 'adult education' in that the activities encountered under 4, 5 and 6 (apprentice training, training programmes in the field of health professions and National Defence) are to be included. Programmes of further education in these three categories are usually treated separately, because the providing agencies are independent. (The responsibility, in the first case, lies with the Federal Ministry of Science and Research, in the second, with the Federal Ministry of National Defence, and the last, with the Federal Ministry of Environment Protection and Health). There is also a certain lack of co-ordination with the usual fields of adult education which have voluntarily submitted themselves to a co-ordinating body in joining the KEBO (Austrian Conference of Adult Education).

This interpretation of the term adult education doubtless deviates from the original aim of the research mandate of the OECD which was to deal with post-formal educational systems along the lines of Fritz Machlup's study published in 1962 on "The Protection and Distribution of Knowledge in the United States".

The Austrian case study, however, will cover all institutions of adult education no matter whether the programmes offered are formal or non-formal, if they lead to normatively established diplomas or if they are carried out by institutions organised as schools.

The principal aims of the study are:

- to provide insight into the structures of Austrian adult education;
- to present a general view of the most important categories;
- to provide information about quantitative participation in the programmes.

The problems of statistical coverage in this area should be emphasized. At the same time, the study should present a basis for international comparison.

I. INSTITUTIONS OF GENERAL ADULT EDUCATION

The educational aim is the criterion for distinguishing between general and vocational adult education. The following institutions of adult education which are integrated into major associations, have a general educational aim: the "Volkshochschulen" (popular academies), "Bildungswerke" (educational works) and the "Bildungsheime" (institutions of adult education with temporary boarding facilities).

Public libraries are educational aids which complement the mass media and partner other institutions of adult education. They do not, however, fall within the framework of this study. Nor does that sector of activities which covers general adult education carried out by labour unions and chambers of commerce in training their officials.

The variety of educational opportunity in the field of general adult education may be attributed to the fact that the initiation and expansion of Austrian adult education was not centrally planned. The system developed somewhat organically as a result of individual initiative springing from specific needs of the population. The co-ordination of such a complex system can be achieved only by the organisation - both vertical and horizontal - of different institutions into associations. The first step towards the co-operation of associations in the field of adult education was the founding of a presidential conference and a contact committee. Not until much later was the attempt made to bring vocational adult education institutions into contact, and this finally led to a unification in 1972 of all associations into the KEBO (Austrian Conference on Adult Education). The difficulties involved in co-operation and co-ordination become evident when the diverse educational aims, participants and types of programmes of the various associations are considered.

The "Volkshochschulen" (popular academies)

The 'Volkshochschulen' are institutions of 'independent adult education'. They are open institutions which are not ideologically affiliated, are apolitical and welcome all individuals and groups without reference to social status, vocation or educational background. The publication of the Federal Ministry of Education and Art, "Wegweiser in die Erwachsenenbildung" ("Handbook of Adult Education"), describes their educational function in the following way: "The popular academies offer participants a continuous opportunity for further education through courses, working groups, seminars with themes from all scientific areas (for example natural sciences, history, questions of international politics, sociology, economics, etc.) and numerous practical subjects (such as home economics, foreign languages, courses supporting occupations and everyday needs, for creative leisure, hobbies and skills, etc.), clubs and discussion groups. There are also individual lectures with various themes, guided tours, excursions and educational journeys. Thus, each popular academy is a central meeting place for people of all philosophies, vocations and ages, a school of living democracy which helps the participants to develop their personality, add to their knowledge and skills and increase their critical understanding".

The Austrian popular academies have a special position within the structure of adult education, since their programmes are not dominated by a single specialisation. The divisions between general and vocational adult education are not therefore clear-cut; the variety of programmes offered covers social, scientific and leisure areas together with sectors of vocational further education. The statistical data cannot always be analysed according to the different forms of courses offered. The association of Austrian popular academies is composed of nine provincial associations and includes a total of 361 individual institutions.

There are 24 popular academies in large urban areas, 7 in urban areas, 330 in central locations or small communities. The statistical data show the differences in regional distribution of popular academies and in participation structure, and underline the need to carry out micro-analyses in the entire field of adult education.

Table 1 gives information on the number of courses and single events offered by popular academies in the working years 1969-70 and 1970-71.(1)

Strong regional differences in the courses and single events offered in different provinces are apparent from the table. While Burgenland had 0.7 per cent of all courses and single events in Austria in the working year 1969-70, the federal capital, Vienna, had 42.8 per cent - approximately 60 times more. In the working year 1970-71 this ratio worsened: Burgenland had 0.5 per cent of all courses and events; Vienna 43.2 per cent. A comparison of the participation rate of provinces in courses and events offered in the working year 1970-71 with the sizes of population is given in Table 2.

Vienna, with 21.5 per cent of the population, offers a great variety of educational facilities, and its percentage (43.2 per cent) of all educational programmes in the popular academies is more than twice that of the population. With the exception of the province of Salzburg, which claims 6.5 per cent of all courses and single events, although it has only 5.4 per cent of the population, all other provinces show a relatively small percentage of programmes in relation to their populations. This profile changes somewhat when the number of course participants and attendance figures for individual events in the provinces are considered.

Looking at the number of participants, Vienna's position improved numerically with a participation of 44.8 per cent in the working year 1970-71; Burgenland's percentage, which in 1969-70 and 1970-71 was only 0.2 per cent of all participants, worsened.

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1) Bericht des Generalsekretariates des Verbandes Österreichischer Volkshochschulen zur 15. Ordentlichen Hauptversammlung, June 18th 1972; own calculations.

Table 1

NUMBER OF COURSES AND INDIVIDUAL ACTIVITIES IN POPULAR ACADEMIES IN THE WORKING YEARS 1969-70 AND 1970-71

Province	Working Year											
	1969-70						1970-71					
	Courses		Single Events		Total		Courses		Single Events		Total	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Burgenland	191	1.3	-	0.0	191	0.7	137	0.9	-	0.0	137	0.5
Carinthia	1,289	8.9	83	0.7	1,372	5.3	1,292	0.5	104	0.9	1,396	5.2
Lower Austria	1,256	8.6	2,103	18.8	3,359	13.1	1,462	9.6	2,132	18.7	3,594	13.5
Upper Austria	2,050	14.1	1,168	10.4	3,218	12.5	2,165	14.2	1,170	10.3	3,335	12.5
Salzburg	1,298	8.9	370	3.3	1,668	6.5	1,274	8.4	456	4.0	1,730	6.5
Styria	1,729	11.9	963	8.6	2,692	10.5	1,828	12.0	936	8.2	2,764	10.4
Tyrol	787	5.4	669	6.0	1,456	5.7	854	5.6	672	5.9	1,526	5.7
Vorarlberg	621	4.3	116	1.0	737	2.9	592	3.9	86	0.7	678	2.5
Vienna	5,292	36.5	5,715	51.7	11,007	42.8	5,594	36.9	5,842	51.3	11,436	43.2
Austria	14,513	100%	11,187	100%	25,700	100%	15,198	100%	11,398	100%	26,596	100%

Table 2

Province	Population		Participation in Programmes	
	No.	%	No.	%
Vienna	1,603,408	21.5	11,436	43.2
Lower Austria	1,411,771	19.0	3,594	13.5
Upper Austria	1,224,221	16.4	3,335	12.5
Styria	1,191,960	16.0	2,764	10.4
Tyrol	539,150	7.2	1,526	5.7
Carinthia	526,075	7.1	1,396	5.2
Salzburg	399,681	5.4	1,730	6.5
Vorarlberg	274,964	3.7	678	2.5
Burgenland	272,579	3.7	137	0.5
Austria	7,443,809	100.0	26,596	100.0

When the populations are ranked according to size for the purpose of comparison, the results for the working year 1970-71 are given in Table 4.

Apart from the regional differences in the distribution of the activities offered by the popular academies, the statistical relationship between courses and single events is also interesting.

While in Burgenland, for example, courses but no single events, were offered, the percentage of single events in Vienna stood at 51.2 per cent in the working year 1969-70 far above the course percentage (36.6 per cent). This is similar in Lower Austria, where the percentage for single events was 18.8 per cent as opposed to 8.6 per cent course participation. In the other provinces, the course participation is higher than the attendance at single events (see Table 5).

The figures for the working year 1970-71 show nearly the same profile for the division between courses and single events.

For the working year 1969-70, statistics which classify participants in popular academy courses, according to the subjects taken, are available. Out of the total of 231,862 adult participants, Table 6 took the listed subjects in 1969-70.

Table 3

NUMBER OF COURSE PARTICIPANTS AND ATTENDANCE FIGURES FOR SINGLE EVENTS IN THE POPULAR ACADEMIES IN THE WORKING YEARS 1969-70 AND 1970-71

Province	Working Year											
	1969-70						1970-71					
	Participants in Courses		Attendance at Single Events		Total		Participants in Courses		Attendance at Single Events		Total	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Burgenland	3,236	1.2	-	0.0	3,236	0.2	2,375	0.9	-	0.0	2,375	0.2
Carinthia	21,620	8.0	5,867	0.5	27,487	1.8	20,522	7.6	9,588	0.8	30,110	2.0
Lower Austria	24,198	8.9	308,059	24.4	332,257	21.6	30,012	11.1	321,784	26.6	351,796	23.8
Upper Austria	32,822	12.1	119,817	9.5	152,639	9.9	34,707	12.9	115,703	9.6	150,410	10.2
Salzburg	23,289	8.6	64,985	5.1	88,274	5.7	23,165	8.6	74,664	6.2	97,829	6.6
Styria	27,343	10.0	81,702	6.5	109,045	7.1	29,126	10.8	74,280	6.1	103,406	7.0
Tyrol	18,261	6.7	44,653	3.5	62,914	4.1	20,521	7.6	46,740	3.9	67,261	4.5
Vorarlberg	10,073	3.7	3,815	0.3	13,888	0.9	8,598	3.2	4,466	0.4	13,064	0.9
Vienna	111,123	40.8	635,567	50.2	746,690	48.7	100,489	37.3	560,127	46.4	660,616	44.8
Austria	271,965	100%	1,264,465	100%	1,536,430	100%	269,515	100%	1,207,352	100%	1,476,867	100%

Table 4

Province	Percentage of Population	Percentage of Participants
Vienna	21.5	44.8
Lower Austria	19.0	23.8
Upper Austria	16.4	10.2
Styria	16.0	7.0
Tyrol	7.2	4.5
Carinthia	7.1	2.0
Salzburg	5.4	6.6
Vorarlberg	3.7	0.9
Burgenland	3.7	0.2

Table 5

Province	Course Participation	Attendance at events
	%	%
Carinthia	8.9	0.7
Upper Austria	14.1	10.4
Salzburg	8.9	3.3
Styria	11.9	8.6
Vorarlberg	4.3	1.0

Table 6

Number	%	Subject
42,669	15.7	Foreign languages
30,685	11.2	Women's subjects (textile and art design, sewing and home economics)
23,269	8.5	Commercial subjects
21,284	8.1	Creative and applied arts
20,261	7.8	Physical education
19,212	7.0	Basic subjects (arithmetic, German, thinking techniques, etc.)
17,988	6.6	The fine arts
13,242	4.8	Natural sciences
12,102	4.4	Technical and practical courses, (also profession-promoting
7,029	2.5	Geography
6,574	2.4	Social sciences and law
4,563	1.6	Everyday problems and guidance

From these statistics it can be seen that foreign languages, women's courses and commercial subjects represent by far the largest volume of work in the popular academies and that next to these, amateur artistic activities and physical education play an important part.

According to background, the participants in the working year 1969-70 - excluding the pupils and young people who took part in courses - can be shown as in Table 7.

Table 7

Number	%	Type of participant
32,019	16.5	Workers in industry and trade
1,650	0.8	Forestry and agriculture workers
80,180	41.3	Employees
8,172	4.2	Entrepreneurs
4,644	2.4	Self-employed
36,143	18.6	Household
7,546	3.9	Apprentices
5,412	2.8	University students
3,541	1.8	Armed forces
14,131	7.3	Retired
693	0.4	Unemployed

The employees, with 41.3 per cent, are the largest group. In second place are the housewives with 18.6 per cent. The third largest group, with 16.5 per cent, is that of workers in trade and industry. The proportion of retired people is also relatively high with a participation rate of 7.3 per cent.

The programme of the Austrian Popular Academies is mainly financed by donations from the state, the provinces and the Chamber of Labour. The remainder, about 40 per cent of the budget, is covered by fees.

The Voluntary Associations

The co-ordinating body of the voluntary associations covers three large institutions of adult education, whose main sponsors are the catholic and protestant churches.

In their educational activities, these associations are principally concerned with the everyday problems of the individual and of society.

Religious, ethical and cultural problems are dealt with first, with the aim of enabling the individual to take an active and responsible part in forming his surroundings.

Participants in the programmes have the possibility of further education through lecture cycles, seminars and working groups - above all in religious and philosophical fields, in the field of education, of family life and of social and political life. During training weeks and in working groups questions of pollution, regional planning, shaping of the local environment as well as educational guidance are dealt with. Artistic education is also important. These associations with 1,599 local and small-town institutions, cater particularly for the population in rural areas. During the last decade, themes which have gained increasing importance in rural areas are ecological questions, the environment and disputes concerning other questions of modern civilisation (traffic education, healthy living, education through mass-media, generation problems, etc.).

The tendency towards an interrelationship between professional and general training is also recognisable in these programmes; for example, in themes drawn from the professions within the framework of training weeks for doctors, nursery school teachers, teachers, etc. During 1971, apart from the 1,599 local associations, educational provision was made for adults in 1,537 strategic places. Besides this, a further 302 institutions with special aims are in existence and 146 district and regional organisations carry out co-ordinating activities. In total, 2,435,568 Austrians took part in the 39,218 programmes and events in 1971. Of these, 2,491 were co-operative programmes of various voluntary associations as well as community programmes for the further training of their own teaching staff. There were 193,799 participants in the 2,491 co-operative programmes and 2,055 persons participated in programmes of staff-teaching. Furthermore, there were 344 training weeks with 87,608 participants. The number of participants cannot be compared directly with those in the popular academies, as there is no differentiation among courses, single lectures, meetings, seminars or artistic events.

These educational programmes are financed one third by the state and the provinces and a third by financial donations of the catholic and protestant churches. The remaining expenses are covered by fees.

Boarding Schools for Adults: A Working Co-operative

This organisation covers 21 boarding schools. The main sponsors of these institutions are the catholic and protestant churches and the provinces. Primarily, the programmes of these institutions offer general education in fields of political-social education, religious education, marital and parental guidance, and cultural education. Furthermore, problems of modern science, of professional life as well as questions of the environment are dealt with in these programmes.

The institutions try to attract, above all, officials and influential persons from different fields of life and different professional groups. The advantages in the programmes of the boarding schools for adults lie in the possibility of educational work which involves the whole person. This is emphasized by the personal contact between participants and students and by the confrontation and exchange of experiences among the participants themselves. Through communal life in the school and in part also through participation in arranging courses and through creative, social functions, the emotional forces are stimulated and attitude and behaviour are affected.

These boarding schools have two basic types of programmes: educational courses lasting between three weeks and three months which cater primarily for younger participants and short-term courses which, as a rule, last from one to ten days. These short courses are mostly designed for client groups which are distinguishable according to sex, age, social status, profession or function.

The 21 boarding schools employ 267 full-time workers. A staff member is responsible for an average of 195 programmes, 40 programme days and 400 participants each year. 71.4 per cent of the schools claim to have themes in the political and social sphere as focal points of their programmes. Religious, ethical education follows with 66.7 per cent and as a further focal point, 57.1 per cent claim to have marital and parental guidance and artistic and cultural education.(1)

In 1971, there was a total of 2,597 programmes with 96,634 participants at the boarding schools. Of these, 23.1 per cent of the courses were internal programmes, 29.5 per cent practical courses and 17.2 per cent guest courses, carried out by external organisations. In these, the 2- to 4-day courses predominate with 47.2 per cent of all participants. For example, courses taking three to four weeks attract only 9.3 per cent of the participants and courses of over a four week duration, only 0.8 per cent. 59.9 per cent of the participants are male and 40.1 per cent female. The teaching programmes of the boarding schools are financed 10 per cent by the Federal Government and the Provinces, 30 per cent by the sponsoring organisations (catholic dioceses, protestant church, regionally also by the farmers' unions and catholic workers' association). The remaining 60 per cent of the boarding schools' expenditure is covered by fees.

II. INSTITUTIONS OF VOCATIONAL ADULT EDUCATION

Vocational adult education has expanded at an incredible rate over the past 15 years. Increasing professional mobility, the lack of flexibility in the formal school system, an increased educational

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1)"Arbeitsgemeinschaft der Volksbildungsheime Österreichs Erfolgreich lernen", Wels, November 1973.

awareness connected with later decisions to pursue a different career, as well as the rapid development of economy and technology are responsible for this phenomenon. Structural improvement of the economy and the promotion of retraining measures on the part of the labour market administration have also contributed. These varied demands have created a particular image of modern adult education during the last few years: that of further training during professional life, of re-schooling, supplementary schooling and higher qualifications.

The main providers of vocational adult training are the 'Wirtschaftsförderungsinstitut' (Institute of Economic Promotion), the 'Berufsförderungsinstitut' (Institute of Professional Promotion) and the rural institutes of further training.

The Wirtschaftsförderungsinstitut

The Wirtschaftsförderungsinstitut attached to the Chamber of Commerce (WIFI) offers extensive programmes of vocational training, further training and re-schooling in nearly all trade sectors (industry, commerce, trade, transport, tourism, banking-credit and insurance). The courses provided by the Wirtschaftsförderungsinstitut bring specialised knowledge up to date and acquaint participants with new techniques and instruments. They offer possibilities of professional improvement and promotion. Besides block-courses of longer duration, which lead to officially recognised final examinations (e.g. foreman's training, preparatory courses for the master craftsmen qualifications, etc.), there is a series of shorter training programmes which comply with the current demands of the economy. Specialised technically-orientated courses deal with new fields of learning, such as electro-technics and plastics. Commercial and managerial themes, such as EDP-organisation and accountancy are also dealt with in a series of courses and the most important modern commercial languages receive special attention.

The programmes also offer possibilities of further training for apprentices, labourers and employees, for employers and the executive staff of small, medium and large size enterprises. Besides the numerous management courses offered in all the provinces, the seminars in the 'Hernstein-Institute für Unternehmensführung' (Hernstein-Institute for Management) must be mentioned. This institute probably counts as one of the most important centres for management-training within the German-speaking area.

The institutes of economic promotion organise activities throughout Austria. In nearly all the provincial capitals, the WIFI have large, well-equipped buildings and numerous branches at their disposal. These are often connected with the chambers of commerce. The WIFI have a large staff of full-time organisers and teachers. However, the actual teaching, training and tutoring work is mostly done by part-time teachers from the intermediate and secondary vocational schools and by persons from industry and administration. The experts have some training in teaching methods or adult education in seminars. Employees from all social levels and from all branches of professions take part in the WIFI-courses. Over 400,000 employees a year take part in more than 5,000 courses, which last from a few weeks to a few months.

In addition, about 250,000 participants may be regarded as permanent. Over 8,000 single events, attended by about 400,000 persons, are included in the programme.

The WIFI programmes are financed up to 50 per cent by fees. 10 per cent of the finance available originates from donations given by the Federal Ministry of Commerce and Trade, and the Federal Ministry of Social Administration within the framework of state labour market promotion: 40 per cent of the expenditure is covered by subsidies from the Federal Chambers.

The Institute of Professional Promotion

The 'Berufsförderungsinstitut' (BFI) (Institute for Professional Promotion) offers the complete professional-training programme of the Chambers of Commerce and the Trade Unions. This programme is orientated mainly towards demands for re-schooling and further training among labourers and employees, including apprentices. The aim is to encourage professional promotion through the acquisition of certificates. The four-term courses for foremen, which are held in evening schools for electronic data processing are considered to be very important. In addition, numerous courses for craftsmen for industrial and commercial professions are available.

In its training work, in particular, the Berufsförderungsinstitut adjusts to the demands of the labour market and the economy.(1) The courses are organised as far as possible in collaboration with the labour market authorities. Because of this the work in the field of re-schooling and supplementary schooling has undoubtedly felt new stimuli.

In the same context, the institutes of professional promotion (BFI) also offers training for the primary sector. There is long-term schooling in office work during the winter months for farm labourers, schooling for ex-miners at manufacturing concerns in welding, turning, fitting, etc; initial training courses for workers

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1) Arbeiterkammer, Fachausschüsse, Österreichischer Gewerkschaftsbund, Berufsförderungsinstitut
"Berufliche Erwachsenenbildung 1971 - Tätigkeitsbericht", Vienna, 1972.

from agriculture and forestry and from mining, in the handling of building machinery, etc. Besides this, there is a widespread offer of courses for employees from the secondary and tertiary sectors like the WIFI; the BFI engages full-time workers for the organisational pedagogical field and the teachers and trainers are drawn from among teachers at vocational schools.

The BFI offers approximately 10,000 short and medium-term and 1,000 long-term courses a year. In 1972 there were 220,000 participants. Of these, 4,600 courses with 105,000 participants were in Vienna.

From the labour market administration the BFI receives 20 per cent of its expenditure. A further 20 per cent comes from the Federal Government, provincial government and municipal subsidies. The Austrian Trade Union Association and the Labour Chambers also contribute 20 per cent through subsidies. Finally, 40 per cent of the expenses are financed by fees.

The Institute of Further Training in Agriculture (LFI)

The LFI was founded by the agricultural groups, the farm labourers' groups, the agricultural federations and the Association of Farming and Forestry. Their principal aim was to co-ordinate further training activity in the fields of farming and forestry. Apart from the continuous professional training offered to all those attached to the farming and forestry professions, the LFI programmes are designed to encourage rural communities to understand commercial life, to have some insight into the social structure and to help them define their position in modern industrial society.

Apart from the main fields, farming and forestry and the specialised fields of horticulture, fruit growing, dairy and cheese, poultry-farming, apiculture, viticulture, wine production, etc., the LFI includes courses on subjects such as rationalised business and household management, marketing, etc.

The teachers at the LFI are mainly from intermediate and secondary agricultural and forestry schools. About 15,000 persons take part in the 600 short and medium-term courses per year. 70 per cent of the annual LFI budget is covered by subsidies from the Federal Ministry of Agriculture and Forestry and also by contributions from the labour market administration. 30 per cent of the budget is covered by fees.

III. TRAINING MEASURES WITHIN ENTERPRISES

The field of training within enterprises covers four different basic types: apprentice-training carried out in both enterprises and vocational schools; the factor 'learning by doing'; promotional measures in enterprises for external training programmes; internal formal training programmes. The sector of internal and external training measures is of principal interest here. A questionnaire survey, carried out recently by the Chambre of Commerce, together with the Austrian Industrialists Association, provided some information about this field of education for the first time.

The survey covered all enterprises with over 100 employees in the economic sectors, industry, trade, building, banking, credit and insurance and transport. Three-quarters of the total number of employees in the specific economic fields were covered by the survey. The figures are representative of the situation in the economic sectors covered.

The Internal Training Measures

The survey showed that 40 per cent of the Austrian enterprises in the economic sectors mentioned carried out internal training and further training during working hours, and 12 per cent of the enterprises outside working hours. Table 8 shows the data broken down according to the size of enterprises.(1)

Table 8

INTERNAL TRAINING AND FURTHER TRAINING MEASURES

	Size of enterprise							
	100-200 employees		201-500 employees		Over 500 employees		Total	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Further training measures:								
- during working hours	137	29	165	37	185	60	487	40
- outside working hours	42	9	63	14	46	15	151	12
No internal training	288	62	213	48	76	25	577	47
Total of replies	467	100	441	100	307	100	1,215	100

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1) Dr. Auguste Jedina-Palombini/Dr. Georg Pekaty, "Betriebliche Bildungsarbeit in Österreich", Vienna, August 1974.

The extent and structure of internal training vary considerably from one sector to another. For example, 94 per cent of the enterprises in the banking, credit and insurance sector, which involves 34,516 employees, claimed to carry out internal training measures during working hours. Of the trade enterprises, which involve 42,504 employees, 58 per cent carry out internal training during working hours and 9 per cent outside working hours. In the building industry 42 per cent of the enterprises carry out internal training during, and 14 per cent outside working hours.

Those building enterprises which claim to have internal training during working hours, involve a total of 24,810 employees; those who claim to have internal training outside working hours, 4,725 employees.

In the transport sector there are large concerns such as the Austrian Federal Railways or the AUA (Austrian Airways), which obviously influence the characteristics of 75 per cent of the large concerns' training activities in this sector. In the transport sector 75 per cent of the large concerns carry out training during working hours, a further 8 per cent predominantly outside working hours. In the transport sector, enterprises with internal training during working hours involve 100,432 employees; those with training predominantly outside working hours 2,282 employees. Of the industrial enterprises covered by the survey, 36 per cent (354 enterprises with 274,719 employees) claimed to carry out internal training mainly during working hours, 13 per cent (132 enterprises with 64,903 employees) carry out internal training mainly outside working hours, 51 per cent (503 enterprises with 151,859 employees) do not have internal training of any kind.

At the centre of internal training work are the training opportunities for foremen, office clerks or technical staff and management. On the other hand, internal training activities for workers and unskilled labourers are seldom found.

An additional survey by interview in selected enterprises showed that internal initial training for adults and internal retraining for adults hold the balance (66 per cent of the internal training measures fall to initial training, 54 per cent to retraining). The initial training in large concerns often begins with internal examinations.

In both internal training and in retraining, external institutions are involved. However, teachers from outside the enterprise are not often employed for internal training and retraining measures. Initial training activities are concentrated in manual trades. Thus 70 per cent of the enterprises questioned claimed to have initial training for manual trades, 12 per cent for commercial studies and 8 per cent for salesman's professions. Questioned about the type of initial training, 84 per cent of the enterprises claim to give initial training on the premises; 29 per cent claim to give initial training in special institutions (e.g. training workshops). The training workshops are to be found mainly in large concerns employing more than 500 employees. The specifications about further training measures show a predominance of specialised professional courses for workers, commercial and technical employees and of courses for the extension of general professional knowledge (e.g. language courses, courses dealing with general systems, business law, etc.) and of courses for sales-training. Besides these, there are also management-training, foremen's courses and courses in social science and economics. Here, external programmes predominate, with the exception of the salesman's training of which 53 per cent is dealt with internally.

The Promotion of External Training and Further Training

The survey showed that 88 per cent of the enterprises (1,075 with 695,996 employees) promoted the visit of external training and further training agencies.

Table 9

PROMOTION OF PARTICIPATION IN EXTERNAL TRAINING AND FURTHER TRAINING PROGRAMMES

	Size of enterprise							
	100-200 employees		201-500 employees		Over 500 employees		Total	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Promotion	382	82	393	89	300	98	1,075	88
No promotion	84	18	48	11	7	2	139	11
No answer	1	-	-	-	-	-	1	-
All answers	467	100	441	100	307	100	1,215	99

A differentiation according to the size of enterprises revealed that 82 per cent of the small, 89 per cent of the medium-sized and 98 per cent of the large concerns have promotional measures. These include professional training for employees through attendance at external courses, seminars, the completion of correspondence courses or attending schools for employed persons (2nd way). A third of the enterprises encourage attendance at social science and economics seminars, a further quarter the completion of general educational courses, which tends to mean attendance of institutions of the 2nd Way, which will be discussed later.

The promotion of specialised courses and seminars outside enterprises was mentioned by 94 per cent of the enterprises, the promotion of specialised correspondence courses by 10 per cent, specialised schools for employed persons by 15 per cent, social science and economics courses and seminars by 33 per cent, social science and economics correspondence courses by 2 per cent, courses and seminars of general education by 18 per cent, general education correspondence courses by 2 per cent, schools of general education for employed persons by 2 per cent also.

Table 10

PROMOTION OF PARTICIPATION IN EXTERNAL TRAINING PROGRAMMES DIFFERENTIATED ACCORDING TO TRAINING CONTENTS

	Size of enterprise							
	100-200 employees		201-500 employees		Over 500 employees		Total no.of declarations	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Specialised courses and seminars	356	93	371	94	287	0.6	1,014	94
Specialised correspondence courses	22	6	37	9	44	15	103	10
Specialised schools for employed persons	45	12	41	10	73	24	159	15
Social science and economics courses	89	20	133	34	138	46	360	33
Courses and seminars of general education	55	14	64	16	70	23	189	18
Correspondence course of general education	6	2	5	1	6	2	17	2
Schools of general education for employed persons	6	2	8	2	3	1	17	2
Correspondence course in social science and economics	6	2	6	2	8	3	20	2

The most common form of promotion is constituted by taking over the costs of the further training partially or fully. In total, 94 per cent of the enterprises claim to bear the full or partial costs of their employees' further training. Over and above this, 44 per cent of all enterprises grant leave of absence for further training. In most cases, the readiness to bear the cost is paralleled by the readiness to grant educational leave of absence. The readiness to grant both bearing of costs and leave increases with the size of the enterprise. Smaller enterprises tend rather to take over the costs of further training measures and are less prepared to grant the necessary leave.

Participation in Programmes of Occupational Further Training

Unfortunately, the questionnaire survey offered no clue as to the number of participants in internal training or to the number of participants in external training and further training programmes. Nor is there any information available concerning the amount of working time lost because of educational leave of absence.

There is, however, a micro-census survey concerning vocational and further training, which was carried out by the Austrian Central Bureau of Statistics in the autumn of 1973. The results were not available in full at the time when this report was compiled.(1)

This survey showed that out of a total of 2,804,064 employed persons between the ages of 15 and 64, 262,031 or 10 per cent took part in occupational further training programmes. Of these, about 243,000 felt that the further training programmes were necessary for their current occupational activity. Only 9,937 occupied persons or

Table 11

PERCENTAGE OF PARTICIPANTS IN OCCUPATIONAL FURTHER TRAINING PROGRAMMES BY OCCUPATIONAL SECTORS

Professional Sector	Sent on Courses (%)	Course attendance through own initiative (%)
Apprentices	14.1	5.0
Unskilled labour (mainly manual labour)	1.3	1.0
Workers trained on the job	5.0	4.9
Specialised workers	12.1	12.2
Unskilled workers	1.7	2.2
Skilled workers	14.9	14.5
Employees in professions	20.6	22.1
Highly qualified employees	19.8	23.4
Managerial activity	8.5	11.9
Independent work	0.2	0.8
Assistant work	0.07	0.3
Unknown	1.7	1.9

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1) Österreichisches Statistisches Zentralamt. "Berufliche Ausbildung und Fortbildung", Mikro-Zensus-Erhebung, Vienna, December 1973; own figures.

Table 12

PARTICIPATION IN OCCUPATIONAL FURTHER TRAINING PROGRAMMES, BY AGE

	15-24		25-34		35-44		45-54		55-59		60-64	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%
No participation in further training courses	516,540	81.5	527,526	85.5	514,606	89.9	610,375	91.6	157,853	92.8	105,895	92.6
Participation in further training courses	79,522	12.6	78,883	12.8	48,109	7.9	42,891	6.4	8,003	4.7	4,618	4.0
Unknown	37,456	5.9	10,838	1.8	12,834	2.1	13,060	2.0	4,252	2.5	3,798	3.3
Total	633,518	100	617,247	100	602,549	100	666,326	100	170,108	100	114,311	100

3.8 per cent attended further training programmes because they hoped to change their occupational activity.

Of the total number of occupied persons who took part in professional further training programmes, 95,284, or 36.4 per cent were participants in internal training. 38,780, or 14.8 per cent of the employees attended external programmes of occupational further training on their own initiative. 24,164, or 9.2 per cent of the employees were dispatched by their firms to participate in such programmes.

Table 12 shows that the participation rate in occupational further training programmes decreases with increasing age.

In 1973, 147,152 employees participated in occupational further training programmes during working hours, 59,612 on their own initiative, 82,185 sent by their firms. Approximately 108,500 Austrians must have participated in further training courses outside working hours. The remainder left blank spaces in the questionnaire.

IV. APPRENTICE TRAINING

In Austria apprentice training is based on a dual system. For this reason, there is some difficulty in categorising this field of training. Since it is compulsory to attend a vocational training school throughout an apprenticeship, it would seem justifiable to place such training in the category of the formal schooling system. Training within the enterprise which constitutes a special form of 'on the job training', however, would tend to come under post-formal training.

Given this special position within the Austrian educational system, the field of apprentice training is considered separately in this report.

Apprentice Training at the Compulsory Vocational Schools

The compulsory vocational schools can be sub-divided into trade, commercial, domestic science and agricultural and forestry vocational schools. According to their organisational form they may be distinguished as year-long vocational schools with instruction lasting at least one school-day or two half-days per week, or vocational schools offering courses lasting eight consecutive weeks per grade, or seasonal vocational schools with instruction condensed into one season of the year. The training period at the vocational schools is adjusted to the duration of the apprenticeship which is not subject to school law but is fixed within the 'Berufsbildungssystem' (Professional Training Act) and which may take two to four years.

In the same way, the period of compulsory attendance at vocational schools lasts two or four school years. In spite of the strongly increasing flow into secondary schools, the enrolment quota of apprentices, or the proportion of apprentices in the appropriate age group,

Table 13

NUMBER OF STUDENTS AT COMPULSORY VOCATIONAL SCHOOLS DURING THE SCHOOL YEARS 1968-69 TO 1974-75

Type of school	School Year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
Vocational trade schools	-	-	-	102,112	112,482	121,200	128,800
Vocational commercial schools	112,521	130,265	137,604	39,021	35,219	33,000	32,000
Vocational domestic schools	-	-	-	1,653	1,554	1,460	1,450
Vocational agricultural and forestry schools	10,920	10,536	8,955	5,520	4,375	3,820	3,620
Total sum in absolute figures	123,441	140,801	146,559	148,306	153,630	159,480	165,870
Index	100	114	119	120	124	129	134
Yearly increases in absolute figures	-	17,360	5,758	1,747	5,324	5,850	6,390
Yearly % increase	-	14.06	4.09	1.19	3.59	3.81	4.01

has dropped only marginally. In absolute figures, the number of apprentices increased visibly, due to demographic development.(1)

In 1972 about 45 per cent of the appropriate age group (60 per cent of the male and 30 per cent of the female youth of compulsory school leaving age) entered an apprenticeship.

Table 14

PERCENTAGE OF POPULATION OF COMPULSORY SCHOOL LEAVING AGE IN THE FIRST YEAR OF APPRENTICESHIP

Year	Male (%)	Female (%)	Total of corresponding population (%)
1962	61.0	33.3	47.5
1963	62.7	34.9	49.1
1964	63.7	34.5	49.4
1965	64.3	35.3	50.1
1968	60.8	32.7	47.1
1969	60.5	31.1	46.0
1970	59.9	30.4	45.4
1971	61.9	30.1	46.2
1972	60.1	29.7	45.2

In 1971, 70 per cent of the compulsory school graduates entered an apprenticeship. Unskilled work was taken up by only 5 per cent of the male but by over 25 per cent of the female graduates in this category. 10 per cent of the male as well as the female population in this category remained in agriculture.(2)

For many years now, the rate of successful graduates from vocational training schools has remained practically constant at 93 per cent of the total number of students at vocational schools.(3)

In 1972-73 the number of teachers was 3,420. Of these, 2,438 were full-time and 992 part-time.

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1) BMUK/ÖStZ "Österreichische Schulstatistik 1973-74", Vienna, 1974.

2) Dkfm. Ewald Walterskirchen "Lehrlingsbeschäftigung und Arbeitsmarkt", Vienna, 1974.

3) Dir. Horst SCHÖN. "Die Lehrlingsausbildung in den berufsbildenden Pflichtschulen (Berufsschulen)", Vienna, 1974.

Table 15

COMPULSORY SCHOOL LEAVERS 1971

	Total		Male		Female	
	Abs.	%	Abs.	%	Abs.	%
Total number of school leavers of which:	59,600	100	33,100	100	26,400	100
Apprenticeship	40,000	68.0	26,300	80.6	13,700	53.8
Unskilled or requiring initial training	8,900	14.9	1,700	5.1	7,200	27.3
Agriculture	6,000	10.1	3,200	9.7	2,800	10.5

Apprentice Training within Enterprises

The Federal Ministry of Trade, Commerce and Industry, which is responsible for apprentice training, defines the professions requiring such a training, the duration of the apprenticeship, the extent to which one may receive credit for training in related professions and the training regulations.

These regulations declare that the master is to instruct the apprentice personally or to place him under the direction of suitable persons, in order to convey to him the abilities and knowledge that are required for the practice of his chosen profession. An investigation, instigated by the Federal Ministry of Commerce and Industry in 1973, showed that 37 per cent of the instruction is given by the master, 29 per cent by specialists, helpers and employees, 17 per cent by foremen, 11 per cent by section-leaders and 6 per cent by trainers.(1) Differentiated according to economic sectors, the following results are given in Table 16.

Table 16

(Percentage)

	Trade	Commerce	Industry	Transport	Tourism
Master	47	48	6	8	48
Specialist	18	34	29	20	17
Foreman	29	18	29	5	23
Others	6	-	36	67	12

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1) Bundeskammer der gewerblichen Wirtschaft:"Die duale Berufsausbildung im Urteil von Jugendlichen im letzten Lehrjahr", in "Der Unternehmer", No. 3-4/74, Vienna, 1974.

Furthermore, the investigation showed that there are firms in which only one person takes care of the training, and others, where several participate, even if only one person takes the responsibility. Female apprentices are more often instructed by only one person than are males (47 per cent: 35 per cent). 52 per cent of all apprentices in industrial concerns have training workshops at their disposal. In commerce, 16 per cent of the apprentices and in the field of transport 18 per cent, have workshops at their disposal. In all, 20 per cent of the concerns in which the young apprentices questioned work, possess institutions of this kind.

Questioned about the extent to which they are drawn into professionally-unrelated activities, 28 per cent of the apprentices quoted tasks that had nothing to do with learning their professions. In this connection, the Vocational Training Act states that the apprentice is only to be drawn into duties related to training matters.

The apprentice, who has to attend vocational school must be given the time for this and, as far as possible, the internal training must correspond to the training within the vocational school. At the end of the apprentice training there is a final examination. It is divided into a theoretical and a practical test and consists of both written and oral questions. The examination regulations are laid down by the Federal Ministry of Trade, Commerce and Industry. Among other things, for the 304 professions requiring apprentice training and having a corresponding vocational school syllabus, they specify which subjects may be excluded from the theoretical examination, provided that the candidate can produce evidence of his successful completion of the class at the vocational school. The success rate was 89.8 per cent in 1972, calculated on the basis of apprentices in the corresponding first year. This means that approximately every tenth youth who enters an apprenticeship, does not complete his training, at any rate not in the profession originally chosen.

V. TRAINING PROGRAMMES IN THE FIELD OF THE HEALTH PROFESSIONS

Three basic types may be distinguished within post-formal training programmes for the health professions: the training for nursing, medico-technical services and medical assistants. These types have a special position within the field of professional training, as theoretical schooling is combined with practical training.

The training programmes in the field of health professions differ from apprenticeships mainly in that the professional and theoretical training is given on the working premises. Schools of this kind can only be established at hospitals with a corresponding specialised department at their disposal.

The female students receive a monthly remuneration throughout their training period, the size of which is laid down by the sponsoring organisation. The working and instruction time is limited to a maximum of 45 hours per week.

Training in Nursing Professions

The nursing professions include general nursing, infant and child-care, as well as psychiatric care.(1) Prerequisites for entering a nursing school are to be aged between 17 and 30, to have completed compulsory school and to have the appropriate physical and mental aptitude.(2)(3)

In all three sectors of nursing, the training period is three years. It includes a series of theoretical and practical subjects such as anatomy, physiology, hygiene, pathology, psychology, nursing techniques, the study of medicines and instruments.

During the first year of training, no work with patients is carried out unless the trainee has already reached the age of 17 years and four months. At the end of the second year of training, the trainee nurse takes a preliminary examination before a board of examiners, and a final examination at the end of the third year, after which she is awarded the diploma.

In Austria there is a total of 62 nursing schools, of which 50 are maintained entirely from public funds, 9 are subsidised by public means; the remaining three schools manage without financial assistance.

In 1973 a total of 187 courses with 6,336 students were run. In the same year, 1,413 nurses completed their training successfully.

The following tables provide information concerning the regional distribution and specialisation of nurses' training.(4)

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1) Bundesministerium für soziale Verwaltung
"Bundesgesetz vom 22. March 1961, betreffend die Regelung des Krankenpflegerfachdienstes, der medizinisch-technischen Dienste und der Sanitätsfachdienste", BGBl, No. 102, 1961.

2) Bundesministerium für soziale Verwaltung
"Bundesgesetz, mit dem das Bundesgesetz betreffend die Regelung des Krankenpflegerfachdienstes, des medizinisch-technischen Dienstes und der Sanitätsfachdienste neuerlich abgeändert und ergänzt wird", BGBl, No. 95, 27.III. 1969.

3) Bundesministerium für soziale Verwaltung
"Bundesgesetzblatt vom 30. October 1970, mit dem das Bundesgesetz betreffend die Regelung des Krankenpflegerfachdienstes, der medizinisch-technischen Dienste und der Sanitätshilfsdienste abgeändert wird", BGBl, No. 349, 1970.

4) Bundesministerium für Gesundheit und Umweltschutz
"Zusammenstellung der Ausbildungsstätten für die mit Bundesgesetz, BGBl. 102/1961, in der Fassung der Bundesgesetze, BGBl. 95/1969, BGBl. 349/1970 und BGBl. 197/1973 geregelten Bereiche", Zl. 50.692/5 - 211/1 - 74, 26th July 1974.

Table 17

GENERAL NURSING

As at 31.12.1973

Province	No. of schools	No. of courses	No. of students	of which female	No. of graduates	of which female
Vienna	8	30	1,056	1,048	180	175
Lower Austria	9	31	902	879	170	163
Upper Austria	8	25	793	774	194	186
Salzburg	3	6	343	333	83	83
Styria	2	8	879	862	226	222
Carinthia	2	6	286	279	87	84
Tyrol	6	12	456	440	125	118
Burgenld.	1	4	92	88	16	16
Vorarlberg	2	6	130	124	32	29
Total	41	128	4,937	4,827	1,113	1,076

Table 18

INFANT AND CHILD CARE

Province	No. of schools	No. of courses	No. of students	of which female	No. of graduates	of which female
Vienna	3	9	188	188	31	31
Lower Austria	3	6	94	94	8	8
Upper Austria	1	3	123	123	33	33
Salzburg	1	3	60	60	18	18
Styria	2	8	304	304	61	61
Carinthia	1	5	81	81	10	10
Tyrol	1	3	123	123	10	10
Total	12	37	973	973	171	171

Training in Medico-Technical Professions

The higher medico-technical professions include physiotherapists, laboratory technicians, radiology technicians, dieticians, occupational therapists and work therapists. Success in the secondary school leaving examination is a prerequisite for entrance to a medico-technical school. However, qualified nurses and graduates of intermediate secondary schools of domestic science and catering occupations are exempt from this.

Table 19

PSYCHIATRIC CARE

Province	No. of schools	No. of courses	No. of students	of which female	No. of graduates	of which female
Vienna	2	6	96	59	30	14
Lower Austria	2	1	22	8	28	17
Upper Austria	1	3	105	63	29	18
Salzburg	1	3	94	56	-	-
Styria	1	3	97	59	27	11
Carinthia	1	3	16	10	12	4
Tyrol	1	3	16	7	3	2
Total	9	22	446	262	129	66

The training in the different branches of medico-technical professions is varied and takes between 21 months and three years. The training is concluded by a final examination, the contents and procedure of which are regulated by law.

In Austria, there are 34 medico-technical schools. In 1973, a total of 63 courses with 1,336 students (male and female) were run at the schools. In the same year, 395 students successfully completed their training. Schools, courses and students are distributed throughout the provinces and specialisations as in Table 20.

The Training for Medical Assistants

Medical assistant services include first aid, simple help for patients in hospitals, unskilled help at operations, work in medical laboratories, etc. The training courses in most cases are given in hospitals. Prerequisites for entering such a training course are to be aged 18 years and to have the apprentices' final examination. The course participants often work in their chosen field of medical service on a professional basis while they are still in training. In such cases, the legal specifications provide for a leave of absence with full payment of wages, for the purpose of attending the course.

Table 20

A. HIGHER MEDICO-TECHNICAL PROFESSIONS

Province	No. of schools	No. of courses	No. of students	of which female	No. of graduates	of which female
Physiotherapy						
Vienna	2	2	94	94	38	38
Tyrol	1	2	39	39	19	19
Total	3	4	133	133	57	57
Medical Laboratory Technicians						
Vienna	1	2	182	178	68	67
Upper Austria	1	1	14	13	-	-
Styria	1	2	99	97	45	44
Carinthia	1	3	56	53	7	7
Tyrol	1	2	36	35	20	19
Total	5	10	387	376	140	137
Radiology Technicians						
Vienna	2	2	41	28	34	26
Upper Austria	1	-	-	-	-	-
Salzburg	1	2	33	26	11	9
Styria	1	2	26	22	14	12
Carinthia	1	1	7	5	13	11
Tyrol	1	2	19	18	6	6
Total	7	9	126	99	78	64
Dieticians						
Vienna	1	2	31	31	2	2
Lower Austria	1	2	14	13	8	8
Carinthia	1	-	-	-	-	-
Tyrol	1	2	20	20	7	7
Total	4	6	65	64	17	17
Work Therapists						
Vienna	1	3	57	54	-	-
Tyrol	1	1	14	14	-	-
Total	2	4	71	68	-	-
Audio-optical and Speech Services						
Vienna	1	2	20	19	-	-
Upper Austria	1	1	28	27	-	-
Tyrol	1	2	33	33	5	5
Total	3	5	81	79	5	5
Orthoptics						
Vienna	1	1	3	3	-	-
Salzburg	1	1	3	3	3	3
Total	2	2	6	6	3	3

B. GENERAL MEDICAL-TECHNICAL SERVICE

Province	No. of schools	No. of courses	No. of students	of which female	No. of graduates	of which female
Vienna	1	3	157	150	36	34
Lower Austria	3	9	87	76	11	10
Upper Austria	2	5	102	97	9	9
Styria	1	3	59	57	23	22
Carinthia	1	3	62	56	16	15
Total	8	23	467	436	95	90

The training in these services requires a minimum of 130 and a maximum of 200 instruction classes. The syllabus includes theoretical and practical subjects. At the end of the courses there is an examination which is sanctioned by a certificate. In 1973 a total of 187 approved courses with 1,134 students were run in Austria. In the same year, 1,603 participants successfully concluded their training. Table 21 shows the regional aspect and the specialisations in this area.

The Training at Federal Schools for Midwives

To practise as a midwife one must have a diploma from a federal midwife training institution. Midwives are trained in 18-month boarding school courses.

On the key-day 1st September 1974, 6 courses with 140 midwife students were running in Austria.(1) They were distributed throughout the provinces (see Table 22).

It is interesting to note that a federal law of 1963 compels all midwives who are not employed at a public hospital to take part in a refresher course every five years; the course offers instruction in infant care, in maternity, feeding and child-care, as well as in the social security sector.(2)

For the loss of income resulting from participation in the refresher course, financial compensation is provided by federal means. The refresher courses take place at the federal midwife institutions.

VI. TRAINING PROGRAMMES OFFERED BY NATIONAL DEFENCE FORCES

Military basic training and further training constitute the most important tasks of the national defence forces. In this, two basic types may be distinguished; the training of recruits - in accordance with general compulsory military service and the basic and further training of the permanent forces and the officers. While the training of recruits does not, as a rule, have any bearing on their professions, the basic training of the permanent forces and officers is a genuine form of 'in-service training'. A special case is that of recruits who apply for an extended basic military training.

A federal law of 5th February 1974, which amends the military law, gives these people the possibility of using the last third of their additional period of service for further professional training.

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1) Bundesministerium für Gesundheit und Umweltschutz Reg. Rat Tratschka; persönliche Auskunft.

2) Kundmachung der Bundesregierung über die Wiederverlautbarung des Bundesgesetzes betreffend die Regelung des Hebammenwesens, BGBl, No. 3, 12th November 1963.

Table 21

Province	No. of approved courses	No. of courses running at time of key-day	No. of students	of which female	No. of graduates	of which female
Sanitary Aid						
Vienna	1	1	82	12	-	-
Lower Austria	8	1	4	-	77	-
Upper Austria	2	-	-	-	-	-
Salzburg	2	-	-	-	-	-
Styria	2	-	-	-	3	-
Carinthia	3	-	-	-	-	-
Tyrol	1	-	-	-	5	-
Burgenland	1	2	53	-	53	-
Total	20	4	139	12	68	-
Hospital Auxiliaries						
Vienna	8	6	300	244	205	174
Lower Austria	23	4	48	43	182	155
Upper Austria	6	2	58	46	161	136
Salzburg	5	-	-	-	53	46
Styria	9	4	114	86	81	70
Carinthia	5	-	-	-	71	45
Tyrol	3	1	30	24	71	48
Burgenland	1	2	53	53	53	53
Vorarlberg	1	1	91	39	-	-
Total	61	20	694	535	877	725
Surgical Auxiliaries						
Vienna	2	1	25	-	18	-
Lower Austria	16	1	1	-	6	1
Upper Austria	2	-	-	-	-	-
Salzburg	2	-	-	-	12	7
Styria	6	2	33	9	30	18
Carinthia	4	-	-	-	12	3
Tyrol	1	-	-	-	3	1
Total	33	4	59	9	81	30
Laboratory Aid						
Vienna	1	-	-	-	18	17
Lower Austria	9	-	-	-	5	5
Upper Austria	2	-	-	-	29	28
Salzburg	1	-	-	-	-	-
Styria	3	1	13	13	7	7
Carinthia	1	-	-	-	-	-
Tyrol	1	-	-	-	15	14
Total	18	1	13	13	74	71
Morgue Assistants						
Vienna	1	-	-	-	11	-
Lower Austria	10	-	-	-	2	-
Upper Austria	2	-	-	-	-	-
Salzburg	1	-	-	-	-	-
Styria	2	-	-	-	-	-
Carinthia	1	-	-	-	-	-
Tyrol	1	-	-	-	-	-
Total	18	-	-	-	13	-
Auxiliaries for General Practice						
Vienna	1	1	10	10	-	-
Lower Austria	4	-	-	-	11	11
Upper Austria	1	-	-	-	37	36
Styria	7	1	36	34	-	-
Carinthia	2	1	36	36	22	22
Tyrol	1	-	-	-	51	50
Total	16	3	82	80	121	119
Clinical Bath Assistants and Masseurs						
Vienna	3	2	51	27	67	33
Lower Austria	4	-	-	-	99	46
Upper Austria	3	-	-	-	36	22
Salzburg	1	-	-	-	55	27
Styria	2	1	35	16	28	17
Carinthia	2	1	19	14	84	39
Tyrol	2	1	42	14	-	-
Total	17	5	147	71	369	184
Occupational and Work Therapy						
Aupper Austria	2	-	-	-	-	-
Styria	2	-	-	-	-	-
Total	4	-	-	-	-	-

Table 22

Province	No. of courses	No. of students
Vienna	1	27
Upper Austria	1	18
Salzburg	1	17
Styria (Graz)	1	18
Carinthia (Klagenfurt)	1	9
Tyrol (Innsbruck)	1	15
Total	6	104

To date, only single cases have come to light, so that no general information is available. However, what may be said is that highly specialised professional courses such as that for EDP mechanics and programmers, would also be possible. Over the past five years the Federal Ministry of Defence has organised courses for the professional and general further training of the permanent forces. Among them are spelling courses, a course for officers' matriculation, language courses, etc. However, there were such limited financial means at the disposal of these training activities that participation and expenditures remained relatively insignificant.

Training and Further Training at the Academy of National Defence

The training of troop-leaders, leaders' aides and specialists, has always been one of the army's main concerns. Over the last two decades it has been realised that, given the rapid development of science and technology, leading military personnel can no longer manage unless they have the appropriate intellectual qualities.

The principal aim in establishing the Academy of National Defence, in 1967, was to give staff and administrative officers as fast and thorough a training as possible. Once this urgent need was provided for it was necessary to expand the field of activity to include a comprehensive national defence force to cover all government fields. Under the auspices of this new orientation, the Institute of Military Basic Research was founded. A large number of teachers, coming mainly from university circles, are attached to this academy. In terms of purpose, personnel, structure and working methods, the Academy of National Defence corresponds to a university in the military sphere.

The activities of the academy (LAVAK) are divided into three academic groups: officer courses, comprehensive national defence and strategic basic research.

Group 1 carries out the advanced military training of officers. This includes the further training of senior commanding and staff officers; the training of future staff officers, administration officers and officers of the field; the training of battalion commanders; the necessary language courses; the elementary training and selection of tried younger company officers, for whom a later promotion is intended; yearly courses for staff officers of the reserve forces.(1)

Participatory figures and expenditures for this field are subject to military secrecy.

Group 2 deals with extensive national defence. The training activities in this field are carried out by members of other departments or other public service branches and individuals in public life. They consist particularly of information and seminars, the evaluation of experiences gained from the seminars with a view to establishing further fundamentals for the development of extensive national defence.

Between 1965, the year in which this academic group was brought into being, and 1972, out of a total of 193 seminars, 106 were elementary seminars for extensive national defence (each of these seminars takes three to five days), 50 were for spiritual (psychological) national defence and 37 were special seminars (e.g. fuel supply or integrated health services in the event of a crisis).

The 4,661 participants consisted of:

1,791: 38.4 % teaching personnel,
1,164: 25 % officials of the provincial authorities and the provincial politicians,
834: 18 % military staff including members of the Federal Ministry of National Defence,
395: 8.5 % ministerial officials of other departments,
396: 8.5 % members of interested agencies,
44: 0.9 % participants from the press,
37: 0.8 % members of the national council.(2)

Training and Further Training at the Theresian Military Academy

The officers' training for the whole of Austria takes place at the Theresian Military Academy in Wiener Neustadt. This training is divided into three successive phases, starting with elementary training

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1) Bundesministerium für Landesverteidigung "Landesverteidigungsakademie", Stand: Autumn 1971, Aufsatz.

2) Österreichische Milit. Zeitschrift "Beiträge zur umfassenden Landesverteidigung", in Vol. 5/1972.

in the form of a selection course, which lasts one semester, and includes general military subject training, heavy duty training, the completion of which is accompanied by the military driver's licence, and winter alpine training. This is followed by basic training which lasts four semesters at the academy. Specialised training in the use of weapons covers two semesters and is carried out at the appropriate weapons schools. During the four semesters a total of 3,400 lectures are to be attended at the academy. This corresponds to a weekly training time of 42 hours. In view of the heavy load placed upon the trained officers, they are exempt from all other duties, with full pay.

In 1972, 63 candidates took part in the selection course. Of these, 32 were admitted to the officers' training course. In total, the attendance figure amounted to 171 candidates for officers' training.

Table 23

GRADES AND EDUCATIONAL BACKGROUND OF THE STUDENTS AT THE ACADEMY

	XIV class	XV class	XVI class	Selection course	1st grade	2nd grade	3rd grade	Total	%
Arts-Grammar School	-	-	-	11	2	4	5	22	9.59
Science-Grammar School	-	-	-	30	27	13	21	91	39.57
Science-Grammar School without Latin	-	-	-	-	-	1	2	3	1.03
Secondary Technical School	-	-	-	7	2	3	1	13	5.65
Teacher Training School (LBA)	-	-	-	15	-	2	-	17	7.35
Business Academy	-	-	-	-	1	-	-	1	0.43
Officials' Matriculation	-	-	-	-	-	-	23	23	10.00
Without secondary leaving examination	12	16	31	-	-	-	1	60	26.38
Total	12	16	31	63	32	23	53	230	100.00

Apart from the regular officer-training, the Theresian Military Academy also provides further training for officers. Thus, four courses for company commanders with 99 participants were run in the academic year 1972-73.

Over and above this, 146 persons participated in three university assistant courses, of one month's duration each. These are for university assistants who volunteer for a basic military training in spite of the fact that they have been legally exempted from compulsory military service.

The permanent staff directly involved with training activities at the academy amounts to 53 military persons. In addition, there are 22 civilian visiting teachers.

The Professional Training and Further Training of the Permanent Forces below the Rank of Officer

In this case it is difficult to draw a line between basic military training and genuine vocational training. The basic training is divided into two sections; general training and training in the use of weapons. Normally this training leads to troup courses and subsequently to courses for promotion in rank. This may be followed by non-commissioned officer training, which takes place at the corresponding military schools and takes 6 to 8 months, depending on the official branch of service chosen. There are no official statistical data available for this field of military training and further training.

VII. PROMOTION OF TRAINING AND FURTHER TRAINING IN THE FRAMEWORK OF LABOUR MARKET ADMINISTRATION

During the sixties, Austrian Labour Market Policy reached a turning point. Until that time the social aspect had predominated and eliminating the consequences of an over-supply in manpower (unemployment policy) lost its importance once a relatively full employment rate had been reached. With the changed situation of a shortage on the labour market, new tasks emerged. These were principally concerned with regrouping the labour force. Besides seasonal and regional aspects, the problem was to eliminate and subsequently prevent unbalanced conditions in qualifications. Retraining for professions where there were shortages and encouragement of apprenticeship were to be used to reduce the danger of inflation and to have a positive effect on production structure.

Tasks, Aims and Jurisdiction of the Labour Market Promotion Act

The Labour Market Promotion Act (1968) set the legal basis for financial assistance for vocational and regional mobility. Such assistance was not restricted to unemployed persons. It is used to encourage people to take up working or training positions. Assistance may be given for the following purposes:

- to relieve the burden of vocational training in an apprenticeship;
- towards the cost of initial training, retraining or supplementary training, or for trial working periods, occupational preparation or work-training, or for further development in the profession;
- in connection with interviews and applications;
- for travel and transfers connected with work;
- support for a divided household;
- contributions to travel expenses between home and work;
- to purchase working clothes and working equipment;
- to bridge the period of time between starting a new occupation and receiving the first payment;
- to settle down in a new area after a transfer;
- to find a home.

The group of people entitled to such assistance is defined in the Labour Market Promotion Act. It is granted to those who are either learning a profession, are unemployed or are striving towards an occupation requiring higher qualifications or productivity. Employers may also benefit from this assistance when they wish to receive professional training leading to work as an employee; structural changes made such a decision essential.

Employees whose positions are threatened by the liquidation of their firm, a restriction of output or by re-adjustment within the firm, also have a right to this assistance. Finally, persons who are unable to take up or retain their occupational activity without such assistance, because of physical or mental incapacity, also receive financial support.

Within the scope of labour market policy assistance, educational support for apprentices and retraining and further training assistance carry special weight.

Training Assistance

The explicit aim of training assistance is to promote apprentice training. The assistance should be an incentive for those completing compulsory school to complete an apprenticeship rather than take up unskilled work. A subsidiary aim is the improvement in the structure of the apprentice training, e.g. increasing the number of apprentices in occupations where there are labour shortages.

In cases where the possibility of training would be questionable without assistance, apprentices may be granted education assistance as a subsidy towards the costs of their vocational apprenticeship training. Depending on the situation, the assistance may be granted in the form of regular payments, as a flat-rate payment, or both. The form of assistance (single, regular, or single and regular payments) is determined by the situation of the applicant. Since the 1973 amendment of the Labour Market Promotion Act, a regular subsidy of up to AS 500 monthly, or a single subsidy of up to AS 1,000 either for the whole apprenticeship or once a year, may be granted. The circle of applicants tends to be limited to persons coming from the agricultural sphere, problem areas and occupations where there are labour shortages. Assistance is granted in cases where the apprentice works away from home, or where the applicant lives more than one third below the poverty line.

Re-Schooling Assistance

The concrete aim of schooling assistance is to promote courses, training in enterprises, schooling, re-schooling and supplementary schooling. Assistance may be given to the applicants as subsidy towards the fees and subscriptions of a course, but also towards travel and lodging expenses incurred by the course.

Assistance towards living costs is provided for in the case of divided homes, for a duration of up to one year. Assistance towards total living costs amounts to a maximum of 80 per cent of the last gross salary but, in the case of unemployment, reaches at least the amount of unemployment benefit that would otherwise be due.

The costs of fees and subscriptions, travel, board and lodging expenses, as well as the increased living costs arising because of a household temporarily divided by retraining, are all granted to the applicant, up to the level of the real costs, after a means test. This type of assistance, which falls under 'schooling assistance', plays an important part in the promotional measures of labour market policy.

The number of applicants who were granted re-schooling assistance amounted to 13,000. The schooling measures concerned were welding courses, typing and book-keeping courses, electronic data processing courses, nursing schools, preparatory courses for the External Examination, etc. The average expenditures per head for a promoted adult rose from 1,500 AS a year in 1970, to 6,100 AS a year in 1972. An explanation for this may be found mainly in the increased length of the course (short-term course for skilled workers) and in the increased number of day-courses (with relatively high expenditures for covering living costs).

VIII. SPECIAL FORMS OF FORMAL TRAINING FOR ADULTS

In an effort to give employed persons the possibility according to their interests and abilities to reach all types and levels of educational qualification, ranging from the upper primary school examination to matriculation (Matura) and the academic degree, a key-role is assigned to the '2. Bildungsweg' (the formal educational branch for adults).

The institutions of the "Second Way" are divided into three large groups: those that open the way for employed adults to university exemption; those that provide trade school leaving certificates, meaning certificates of intermediate vocational secondary schools; those which give the matriculation graduate a short-term professional training at post-secondary level.

The Second Way to University

If an adult wishes to make up for secondary schooling missed during youth, the following avenues are open: attendance at arts grammar schools and science grammar schools for employed persons, at secondary technical schools or business academies for employed persons, or the preparation for the External Examination through matriculation schools (Maturaschule). Besides this, there is the possibility of studying at a university without having passed the university exemption examination.

The secondary schools for domestic science and catering occupations provide another form of "Second Way" which leads to the university exemption examination. Howevor, not a single class of this special form for employed persons is being run in Austria at the present time.

Arts Grammar Schools and Science Grammar Schools for Employed Persons

The arts grammar schools and science grammar schools for employed persons are formally a part of the general secondary schools. For juridical purposes they are subject to the federal school authorities. It is their task to help employed persons over the age of 18 to achieve university exemption by giving them a broad general education. The evening grammar schools make it possible for part-time students to catch up on missed opportunities through a four-and-a-half year evening course.

The School Organisation Act acknowledges two forms of the evening grammar school:

a) The 'Grammar School for Employed Persons' (Gymnasium für Berufstätige), corresponds to the standard of a science grammar school, without descriptive geometry. The modern foreign language (English at all Austrian evening grammar schools) is given from the first term onwards. Latin follows in the second term.

b) The 'Science Grammar School for Employed Persons' (Realgymnasium für Berufstätige), was built up parallel to the mathematical science grammar school, with two modern languages (English and French or Russian) as well as with descriptive geometry as an examination subject (from the seventh term onwards).

Instruction in the second modern language comes to a conclusion after the seventh term, with a final examination.

The evening grammar schools are divided into two terms which are also study units. The half-year course forms a class-unit and a class-grade simultaneously. As the larger schools open a new class-stream every term, there are two fixed entrance terms in every school year (September and February).

Table 24

NUMBER OF STUDENTS AT THE EVENING GRAMMAR SCHOOLS:
1968-69-1974-75

Terms attended	School Year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
1	598	598	582	641	593	553	540
2	173	205	192	197	212	147	183
3	293	313	349	307	334	306	285
4	128	109	109	134	125	152	106
5	224	207	234	282	257	292	278
6	142	92	80	93	97	106	128
7	199	193	56	188	237	219	254
8	79	131	192	86	85	116	105
9	160	153	221	186	165	207	192
Total:							
Absolute sum	1,996	2,001	2,015	2,114	2,105	2,098	2,071
Index	100	100	101	106	105	105	104
Yearly changes:							
in abs. figures	-	5	14	99	-9	-7	-27
in %	-	0.25	0.70	4.91	-0.43	-0.33	-1.29

In the case of failure, only half a year need be repeated. In both forms for employed persons, the duration of study is 4½ years (9 half-year terms). Instruction takes place from Monday to Friday, in the evening. A total of 20 lectures must be attended during the week.

Secondary Vocational Schools for Employed Persons

The secondary technical and trade schools and business academies for employed persons are under federal school supervision. Instruction takes place in the evening and is extended over 20 to 23 lectures per week. The training course at the technical and trade schools, extends over four years, to which a one-year preparatory training course on a voluntary basis is usually added. At the business academies the training course takes five years.

At the technical and trade schools instruction takes place on six weekdays, whereas the Saturday is free at the business academies.

Conditions for admission to the evening courses are to have a certificate of employment, to be aged 20 or over, to have completed vocational training in the case of the technical evening schools, and to have passed the entrance examination. The training is concluded by the school-leaving examination. Connected with this - as in the normal forms of the secondary vocational schools - is the acquisition of an exemption certificate, for a corresponding faculty ("Fakultätsreife"), which, through complementary examinations established by the University Exemption Ordinance of March 1968, may be extended to general university exemption.

Tables 25 and 26 illustrate the enrolment figures showing a rising tendency both in the secondary technical and trade schools for employed persons and in the business academies for employed persons.

Preparation for the External Examination

The External Examination is a special form of the leaving examination of the general secondary schools. It gives people who, at the time of their application for the External Examination, are not regular students at a secondary school, the possibility of acquiring the matriculation certificate, thereby receiving the general university exemption. While attendance at the evening grammar schools and evening vocational schools is necessarily combined with employment, the External Examination is not. The External Examination recognises individual capacity and performance.

In most cases the preparation is carried out through two- to three-year courses at the private matriculation schools (Maturaschulen). There is instruction every weekday, either in the morning or in the evening. In the morning courses there are 20 lectures per

Table 25

TRENDS IN THE NUMBER OF STUDENTS AT SECONDARY TECHNICAL AND TRADE SCHOOLS FOR EMPLOYED PERSONS

Grade	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
Preparatory course	-	-	-	-	565	503	560
1st	240	228	333	353	365	412	480
2nd	250	208	198	290	317	334	378
3rd	248	247	227	178	266	272	295
4th	206	227	337	200	165	260	259
5th	-	-	-	-	-	20	47
Absolute sum:	944	910	1,095	1,021	1,678	1,801	2,019
Index	100	96	116	108	178	191	214
Yearly changes:							
in absolute figures	-	-34	85	26	657	123	218
in %	-	-3.60	9.34	2.61	64.35	7.33	12.10

Table 26

TRENDS IN THE NUMBER OF STUDENTS AT THE BUSINESS ACADEMIES FOR EMPLOYED PERSONS

Grade	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
1st	77	100	257	206	204	262	280
2nd	46	43	72	151	129	110	134
3rd	13	40	44	70	141	107	93
4th	40	13	41	48	70	124	93
5th	26	38	11	37	43	26	76
Absolute sum:	202	234	425	512	587	629	676
Index	100	115	210	253	291	311	335
Yearly changes:							
in absolute figures	-	42	181	87	75	42	47
in %	-	20.79	74.18	20.47	14.65	7.16	7.47

week and in the evening courses 15. The number of adults attending matriculation schools is not known, but may be reconstructed with the aid of statistics relating to external examinations passed.

Table 27

Type of School	Sex (f = female)	No. of candidates	Passed exam	Repeaters	Failed the exam
Arts grammar school	total	14	8	6	-
	of which f	1	1	-	-
Science grammar school	total	832	451	346	35
	of which f	277	146	120	11
Science grammar school without Latin	total	24	13	10	1
	of which f	3	-	3	-
Domestic science college for girls	total (f)	11	6	5	-
Grammar school mainly for future teachers	total	4	3	1	-
	of which f	2	1	1	-
	Total	885	481	368	36
	of which f	294	154	129	11

It may be assumed that 98 per cent of the preparation for the External Examination takes place through matriculation schools (either by direct instruction or by correspondence).

There were 868 candidates in matriculation schools in 1973-74.

If it is assumed that the drop-out rate was 15 per cent in the first year and 9 per cent in the second year, then there must have been 1,122 students in the corresponding year of entry. Therefore the number of students in the school year 1972-73 (taken from 1,122 students in the 1st year, 953 in the 2nd and 868 in the 3rd), was 2,943.

The Examination Based on Professional Experience and the New University Exemption Examination

Since 1945, it has been possible to study at an Austrian university without having passed the matriculation examination. Such exemption has a number of requirements.

First of all, it is only awarded to adults who have been prevented from taking the leaving examination of vocational secondary or general secondary schools, and who have subsequently proved by their profession or by further study in a particular field their ability to take a university course. Their competence and preparation for study is examined in the form of the so-called 'Berufsreifeprüfung'

(Examination Based on Professional Experience). The examination is taken at the universities.

For every examination there is a commission of at least three examiners, taken from the faculty's teaching staff. Its chairman is the acting rector of the university. The examination is both written and oral. As a rule the examinations take place twice a year (within the months of January and July). After passing the examination the candidate receives a certificate which indicates the university and faculty where he has the right to study. Candidates for the Examination Based on Professional Experience must be aged between 25 and 45.

Since there is very little information about the opportunities for taking this examination, the number of people involved has remained very small. Thus from 1958 until 1971 there were only 143 applications, of which 8 per cent were from workers and 90 per cent from employees. Out of these candidates, 36 were not admitted, either through failure of the examination, or simply through non-appearance. A total of 92 persons passed the examination over the past 12 years. The subjects chosen include: Law 20 per cent, the Arts 19 per cent, Agriculture 14 per cent, Political Science 13 per cent, Sociology and Economics 9 per cent, the Sciences 8 per cent, Commerce 8 per cent, Theology 4 per cent, Medicine and Engineering 2 per cent.

In the academic year 1974-75 the examination will be supplemented, on a trial basis, by a one-year preparatory course for the University Exemption Examination.

The Examination Based on Professional Experience which is basically an important institution, should therefore become a training instrument to give talented people not in possession of a matriculation certificate the possibility to study at a university. Candidates for the preparatory course will be over 20 and will take an aptitude test before a selection commission. The number of participants to be admitted to the preparatory courses is to be specified by the Federal Minister for Science and Research every year. The grand total may, however, not exceed 5 per cent of the total number of Austrian students who began their studies in the previous year. The maximum number (500 participants per 10,000 students) will probably not be reached until the end of the first five-year trial period.

The preparatory courses themselves should not take longer than 10 months. The curricula will be arranged according to the needs of the individual study courses.

The preparatory courses would be conducted at the universities, where highly qualified teachers would teach the different subjects. The course would be full-time and it would hardly be possible to have even a part-time job at the same time. It is therefore proposed to offer financial aid to needy candidates and in particular those candidates who because they no longer work cannot support their families. No fees will be charged for participation in preparatory courses.

While the examination itself does not entail any direct costs (the only costs of any significance are those connected with the loss of wages during the preparation period), the ten-month full-time preparatory course will result in relatively high costs. To date there is no indication of the extent of these costs nor of the actual number of participants.

The Vocational School Leaving Certificates for Adults

In addition to the possibilities described above, special variations of nearly all types of vocational intermediate secondary schools are available to adults.

The task of the intermediate vocational schools is to impart the fundamental technical knowledge and skills required to take up immediate occupation in the fields of trade, technology, the arts and crafts, commerce, domestic and other occupations and social work. At the same time, the intermediate vocational schools extend and deepen general education in the way best suited to their pupils' future occupations.

Certain special types of vocational intermediate secondary schools offer specialised further training for employed adults.

Secondary Technical, Trade and Arts and Crafts Schools for Employed Adults

Short or long courses of up to four years' duration may be established to give further vocational training to persons who have completed their primary vocational education. Such arrangements are, in particular: schools and classes to prepare candidates for the master-craftsman's examination; schools to extend the vocational education of foremen and construction workers. Table 28 shows the importance of this further training sector.

Commercial Intermediate Secondary Schools for Employed Adults

The School Organisation Act provides for a regular form of intermediate secondary commercial school, namely the three-year business schools. Apart from these, a number of shorter commercial training courses of one to two years' duration have been established.

The business schools for employed persons offer a three-year course of training - of the same standard as the business school - for persons over 18 years of age who have completed their primary vocational training or who have already entered employment. As a rule, instruction takes place in the evening. As Table 29 shows, only a small number of adults make use of this form of training.

Table 28

TRENDS IN THE NUMBER OF STUDENTS AT THE SPECIAL TYPES OF INTERMEDIATE TECHNICAL TRADE, AND ARTS AND CRAFTS SCHOOLS

	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
Type of school							
Master-craftsman classes	68	73	82	132	146	166	175
Master-craftsman schools	132	153	134	149	174	133	150
Foreman classes	195	193	198	200	153	120	140
Construction worker schools	796	757	698	266	332	359	370
Courses	432	607	708	1,527	1,056	1,091	1,200
Absolute sum	1,623	1,783	1,820	2,274	1,861	1,869	2,035
Index	100	110	112	140	115	115	133
Yearly changes in absolute figures	-	160	37	454	-413	8	296
in %	-	9.86	2.08	24.95	-18.16	0.42	15.84

Table 29

TRENDS IN THE NUMBER OF STUDENTS AT BUSINESS SCHOOLS FOR EMPLOYED PERSONS

Class	School Year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
1	38	29	29	30	51	37	40
2	20	27	33	30	22	36	30
3	24	17	25	30	26	17	29
Absolute sum	82	73	87	90	99	90	99
Index	100	89	106	110	121	110	121
Yearly changes in absolute figures	-	-9	14	3	9	-9	9
in %	-	10.98	19.18	3.45	10.0	-9.09	10.0

The three-semester specialised course for EDP-programming provides the means for people who have completed a vocational training, to become programmers. The course consists of three parts which may be taken as single units. Instruction takes place in the evening. Courses of this kind were carried out for the first time in the school-year of 1973-74. In that year a total of 87 students participated, and for 1974-75, 144 students are expected.

Post-secondary Short-cycle Vocational Training

Post-secondary short-cycle education, which does not lead to university graduation, has gained increasing importance in Austria over the last ten years. The General Law for University Studies provides university courses for persons who neither pursue regular studies nor have completed studies of this kind. Although this offer of training courses has remained rather modest, a series of non-university post-secondary training institutions have been founded. Their aim is to respond to the demand for personnel in industry and the economy efficiently and within a relatively short time. The secondary vocational schools and colleges are the agencies for this training.

Training Courses for Employed Secondary School Graduates

The common aim of all courses for secondary school graduates is to give people from general secondary schools professionally-oriented further training in a relatively short time. The courses take one to five semesters. Instruction takes place either in the morning or in the evening, depending on whether employed persons or unemployed persons are involved. The training offered ranges over a number of fields. Following successful attendance at these courses, for instance, in interior and furniture design, in machinery-construction, in electro-technology, in construction technology and in plastics and in practical engineering occupations the student receives the title of 'engineer'. These courses which take place at business academies train people for lower management positions in commerce and industry. The emphasis is therefore on practical training.

The following statistical information relates only to those courses for secondary school graduates at secondary technical and trade schools for employed persons (Tables 30, 31, 32).

Training for Employed Persons at Teacher-Training Colleges

The teacher-training colleges train primary school teachers, using the secondary educational school content as a basis. The course at teacher-training colleges takes four semesters. Basically, it is a full-time course. However, there is an evening course for employed persons available at the teacher-training colleges although since the academic year 1973-74 it cannot claim to have any students. (Table 33).

Table 30

TRENDS IN THE NUMBER OF STUDENTS IN COURSES FOR SECONDARY SCHOOL GRADUATES AT SECONDARY TECHNICAL AND TRADE SCHOOLS FOR EMPLOYED PERSONS

Year	School year						
	1968-69	1969-70	1070-71	1971-72	1972-73	1973-74	1974-75
First year	-	-	-	-	-	32	40
Second year	-	-	-	-	-	-	21
Absolute sum	-	-	-	-	-	32	61
Index	-	-	-	-	-	100	191
Yearly changes in absolute figures	-	-	-	-	-	-	29
Yearly changes in %	-	-	-	-	-	-	9.63

Table 31

TRENDS IN THE NUMBER OF STUDENTS IN THE COURSES FOR SECONDARY SCHOOL GRADUATES FOR EMPLOYED PERSONS AT BUSINESS ACADEMIES

Year	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
First year	27	11	17	16	19	6	16
Second year	8	16	11	18	13	-	-
Absolute sum	35	27	28	34	32	6	16
Index	100	77	80	97	91	17	46
Yearly changes in absolute figures	-	-8	1	6	-2	-26	10
Yearly changes in %	-	-22.86	3.70	21.43	-5.88	-81.25	166.67

Table 32

TRENDS IN THE NUMBER OF STUDENTS AT THE SCHOOLS OF HIGHER LEVEL OCCUPATIONS FOR EMPLOYED PERSONS

Semester	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
1.	-	-	-	-	-	38	45
2.	-	-	-	-	-	-	29
3.	-	-	-	-	-	19	-
4.	-	-	-	-	-	19	17
Preparatory course	-	-	-	-	-	-	-
Absolute sum	-	-	-	-	-	76	91
Index	-	-	-		-	100	120
Yearly changes in absolute figures	-	-	-	-	-	-	15
Yearly changes in %	-	-	-	-	-	-	19.74

Table 33

DEVELOPMENT IN THE NUMBER OF STUDENTS IN THE EVENING COURSES AT THE TEACHER-TRAINING COLLEGES

Semester	School year						
	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75
I.	-	117	97	-	-	-	-
II.	-	35	50	46	-	-	-
III.	-	72	98	77	-	-	-
IV.	-	-	37	44	28		
Absolute sum	-	224	228	167	28	-	-
Index	-	100	126	95	13	-	-
Yearly changes in absolute figures	-	-	58	-115	-139	-	-
Year changes in %	-	-	25.89	-40.78	-83.23	-	-

IX. LONG DISTANCE EDUCATION IN AUSTRIA

The "Second" Way, the general and occupational further training of adults and the need for private study which this generates have all led to an increased awareness of the need for forms of education that are independent of time, place or age. Initially, the private educational institutions reacted spontaneously by offering correspondence courses of every kind. Towards the end of the '60s radio and television, which had previously seen their educational task as being entirely in the form of school-television, turned their services to adult education. At the same time, the pedagogical departments at the universities emphasized research on educational technology, especially in the area of audio-visual teaching aids, for adult education. The result of these efforts is a wide range of training that is independent of time, place and age.

The Training offered by Correspondence Course Institutes

Correspondence courses range from sewing, drawing and cooking courses to preparation for the External Examination. The sponsor organisations were initially almost entirely commercially motivated enterprises. In the past five years, non-profit-making organisations for adult education have increasingly made use of these methods. In order to give the adult or the older person who shuns contact with other students the possibility of fashioning his further education according to his personal situation and interests the chief information medium is printed matter. As a rule, it is up to the student to request each letter of the course. This means that the student determines the speed of progress himself.

In 1971, a total of 40,000 adults participated in the 18 correspondence course institutes. Of these, 84 per cent were men and 16 per cent were women. The yearly enrolment quota is estimated at 5,000. The number of courses offered totalled 515 in 1971. They subdivide into 72 courses of general education, 41 language courses, 114 business courses, 12 data-processing courses, 271 technical courses, as well as 5 preparatory courses for the External Examination.

Education through the Austrian Broadcasting Corporation

The educational mission of the mass media, radio and television has developed considerably. In the field of adult education, in particular, the broadcasting corporation has gained increasing importance. A varying interest in the programmes offering vocational further training or retraining is noticeable. The Austrian Broadcasting Corporation differentiates between so-called multi-purpose programmes which cater for the general further education of their listeners, and qualification programmes which should help the listener or viewer to pass examinations and to obtain certificates.

To avoid repetitive forms of learning, and to allow for active participation in study, a new system of learning involving a combination of the mass media was developed. Radio and television broadcasts are employed, together with written working material (correspondence letters and tests, etc.) and instruction in group meetings with a teacher. So far, as sponsor of the combined mass media programme, the Austrian broadcasting and television corporations have conducted a total of seven courses. The first course "Richtiges Deutsch" (Correct German) involve only 1,800 participants; in the second course, "Mensch in der Gesellschaft" (Man within Society) the number of participants totalled 5,700; in the third course "Lebendige Wirtschaft" (Practical Economy) 7,300; in "Erziehen-Lehren-Lernen" (Educate-Teach-Learn) 10,000; the course EDV (Electronic Data Processing) involved 7,800, the course "Management" 14,400 participants. The last programme "Wozu glauben" (Why believe) reached the record figure of 96,000 applications.

X. CONCLUSION

Such conclusions as can be drawn must necessarily be tentative in their evaluation of the importance of post-formal education as opposed to formal education. The calculation of the number of courses, programmes and participants is not possible, because the differentiated statistical data concerning sub-divisions of adult education is insufficient. The number of hours students attend provides a basis for a direct comparison of the individual educational branches. Unfortunately, no reliable data is available at the present time concerning the duration of the individual adult education programmes and the corresponding attendance rates. For this reason it is not possible to calculate earnings **forgone**, connected with training. Therefore, it is only possible to compare the formal and post-formal **educational** sectors in terms of actual and estimated expenditures. Table 34 recalls the programme types already described, the number of programmes and the number of participants claimed by the sponsor organisations.

Table 34

TRAINING AND FURTHER TRAINING AT INSTITUTIONS OF ADULT EDUCATION IN AUSTRIA

	Number of Courses and Single Events	Number of Participants
General Adult Education (in 1971)	68,411	4,009,069
Professional Adult Education (in 1974)	24,000	1,035,000
Training and Further Training Measures of Enterprises (in 1974)	-	254,764
Apprentice Training at the Compulsory Vocational Schools (1973-74)	5,399	159,480
Training and Further Training in the Field of Health Professions (in 1973-74)	443	4,456
Training and Further Training of Officers (in 1972)	-	612
Promotion of Professional Training and Further Training by the Labour Market Administration (in 1972)	-	-
Second Way (in 1972-73 - 1973-74)	-	9,544
Long-Distance Education (in 1971)	-	40,000

II

CANADA

by
Gary DICKINSON and Coolie VERNER

I. INTRODUCTION

The need to educate the young is widely recognised and accepted in Canada. This need is met by public and private school systems which make schooling generally available to youth everywhere at least to the level of primary occupational preparation. The need for learning continuously throughout life has not yet received any corresponding recognition and, although adults are in the majority in the population of Canada, no comparable systematic approach to the education of adults has been developed.

In spite of the absence of any systematic approach, adult education permeates every segment of Canadian society, but this is largely unrecognised. Every instrumentality in the society is involved in adult education in some way, either as a means to an end or as an end in itself, but these activities are unco-ordinated and do not meet the need of the total adult population to learn continuously. As a result, it is virtually impossible to provide any completely reliable data on the opportunities for learning made available to adults or on their participation in the educational activities provided for them.

Purpose and Scope

The purpose of this report is to estimate the extent of participation in adult education in Canada by analysing the data about such participation that are available. Secondary matters involve a consideration of the factors that influence participation rates and the cost of providing adult education. Finally, this report will discuss the problems encountered in attempting to assess participation in Canada and elsewhere.

Definitions

For purposes of this report, adult education is perceived to be any educational programme or activity designed to provide adults with an opportunity for further learning systematically. Participation in adult education may occur at two levels:

> Part-time adult education involves an adult in a structured and supervised learning activity that is subsidiary and in addition to his normal full-time responsibility as a member of society. This may involve a few hours at a time over an extended period or many hours at once for a short period. Among such activities would be attendance at adult night

school classes, one-day workshops or institutes, refresher courses by professional associations, short training programmes in industry, or courses provided by voluntary associations.

Full-time adult education consists of structured learning situations in which an adult participates on a full-time basis for a considerable period of time. In this case, participation in a planned educational activity is a temporary substitute for the normal full-time responsibilities of the adult. A mature student returning to university or an adult involved in manpower training programmes would be in this category.

The clientèle of adult education are difficult to define precisely. For purposes of this report, an adult is normally one who has completed formal schooling or interrupted it at some stage in the normal progression through the school system. In most cases, therefore, adults will be over eighteen years of age and will have assumed responsibility for themselves. Adults may engage in several different types of learning activities concurrently so that some duplication in the counting of participants is unavoidable.

Sources of Data

There is no central agency that collects reliable data on participation in adult education in Canada. Furthermore, there have been few major studies of participation in Canada as a whole and even fewer studies of smaller areas such as provinces or municipalities. The most recent of these localised studies was one made in the Province of British Columbia in 1973.(1) For a short period of time, from 1957-58 to 1964-65, the then Dominion Bureau of Statistics attempted an annual inventory of programmes and participants as noted later but this was discontinued with nothing comparable to replace it.(2)

For some forms of adult education there are reports available which provide some considerable data, but in the main the sources of data are at best fragmentary and incomplete. Thus, the accuracy of the estimates reported here varies with the precision of the documentation available.

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1) G. Dickinson, ed., Adult Education in British Columbia, Vancouver: Adult Education Research Centre, University of British Columbia, 1973.

2) Dominion Bureau of Statistics, Survey of Adult Education, Ottawa: Queen's Printer, annually 1957-58 to 1964-65. (Cat. 81-207).

The Population of Canada

The population of Canada in 1971 consisted of 21,569,000 persons dispersed over ten provinces and two territories. The surface of Canada includes 3,851,809 square miles, hence the population density is only 5.6 persons per square mile. The bulk of the population resides within one hundred miles of the United States border.

Table 1

TOTAL POPULATION OF CANADA AND POPULATION AGED 20 OR MORE, 1971, BY PROVINCE

Province or Territory	Total Population (000)	Aged 20 or more (000)	% Aged 20 or more
Newfoundland	522	267	51.1
Prince Edward Island	112	65	58.0
Nova Scotia	789	468	59.3
New Brunswick	635	368	58.0
Quebec	6,028	3,621	60.1
Ontario	7,703	4,781	62.1
Manitoba	988	606	61.3
Saskatchewan	926	550	59.4
Alberta	1,628	952	58.5
British Columbia	2,185	1,375	62.9
Yukon	18	11	61.1
North West Territories	35	17	48.6
Total	21,569	13,081	60.6

Source: Statistics Canada, 1971 Census of Canada, Ottawa: Information Canada, 1973. (Cat. 92-715, vol. 1, pt. 2, bul. 1. 2-3).

In Canada, 13,081,000 people are aged 20 and over, which represents 60.6 per cent of the population. These people are the potential clientèle for adult education programmes. An additional 2,114,000 are in the 14 to 19 year age category, and some of those could also be classified as adults. There is considerable variation among the provinces and territories with respect to the percentage of the total population aged 20 or more. The Northwest Territories have a low of 48.6 per cent, and a high of 62.9 per cent is found in British Columbia. The two most populous provinces, Ontario and Quebec, have 62.1 and 60.1 per cent of their total population in the age group 20 years and over (Table 1).

The 1971 Census of Canada showed a median of ten years of schooling for those over five years of age who were not attending school full-time.(1) Some 10.2 per cent had less than five years of

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1) Statistics Canada, Population by School Attendance and Level of Schooling, Ottawa: Statistics Canada, 1973. (Cat.92-764, AP - 13).

school completed and 9.5 per cent had completed one or more years of university. The median level of schooling for females was one year higher than for males, and more men than women had less than five years as well as more than thirteen years of school completed. (Table 2).

Table 2

POPULATION OF CANADA IN 1971 BY LEVEL OF SCHOOL FOR THOSE OVER 5 YEARS OF AGE AND NOT ATTENDING FULL-TIME

Years of School Completed	Males		Females		Total	
	No. (000)	%	No. (000)	%	No. (000)	%
None	231	3.4	230	3.3	461	3.3
Kindergarten	48	0.7	46	0.7	94	0.7
Grade 1	47	0.7	41	0.6	88	0.6
2	70	1.0	60	0.8	130	0.9
3	136	2.0	113	1.6	249	1.8
4	214	3.2	189	2.7	403	2.9
5	270	4.0	257	3.7	527	3.8
6	358	5.3	352	5.0	710	5.1
7	488	7.2	494	7.0	982	7.1
8	967	14.3	916	13.0	1,883	13.6
9	668	9.9(1)	683	9.7	1,351	9.8
10	781	11.5	863	12.3(1)	1,644	11.9(1)
11	624	9.2	842	12.0	1,466	10.6
12	840	12.4	1,132	16.1	1,972	14.3
13	256	3.8	304	4.3	560	4.1
University 1	139	2.1	148	2.1	287	2.1
2	109	1.6	94	1.3	203	1.5
3	103	1.5	95	1.3	198	1.4
4	169	2.5	102	1.4	271	2.0
5	101	1.5	42	0.6	143	1.1
6+	152	2.2	36	0.5	188	1.4
Total	6,771	100.0	7,039	100.0	13,810	100.0

1) Median.

Source: Statistics Canada, Population by School Attendance and Level Schooling, Ottawa: Statistics Canada, 1973. (Cat. 92-764, AP - 13).

Previous Studies

DBS Studies

The Dominion Bureau of Statistics in Canada has been interested in collecting data on participation in adult education but has found the task virtually insurmountable. An early attempt to gather national data was made in 1950-51 but not continued at that time. In 1957-58, the Bureau initiated an annual report which was continued until 1964-65 when it too was abandoned. In noting the difficulty in attempting to cover all forms of adult education, the Bureau decided to include only "... the work of those institutions and agencies which are closest to the formal education system".(1)

The report issued for 1957-58 indicated that an enrolment of 522,207 adults in classes and courses was recorded. The final report in the series showed a total enrolment of 2,854,065. Although this change reflects a real growth in the number of participants, it is primarily the result of changes in the institutions reporting to the Bureau and in the activities included as adult education.

The Bureau discontinued the series because of the difficulties experienced in producing it. The institutions involved were reluctant to co-operate by supplying data because the form in which the data were collected differed from the ways in which the several institutions recorded participation for their own records. The Bureau was unable to reach agreements with the several institutions on the kind of data to be reported or the form it should take so the project was abandoned. Since that time no progress has been made in standardising the ways in which data about adult education are recorded by the co-operating institutions, so no further national reports have been issued.

In 1960, the Bureau attempted a national sample survey by approaching the potential participants rather than the institutions. This survey was included as part of the regular Labour Force Survey made that year. It was estimated that 3.6 per cent of the total adult population had participated in adult education during the period from September 1959 to June 1960 for a total of 426,340 adults.(2)

Leisure Survey

The most recent and most comprehensive study providing some data on participation was a Survey of Leisure made as a supplement to the Labour Force Survey in March 1972.(3) Approximately 67,000 persons aged 14 and over were surveyed to determine their participation in many types of leisure activities during a two and one-half month period. Among the activities studied were continuing education, adult education, and instruction in the arts. Continuing education included academic, vocational, or technical courses leading to a diploma, certificate, or degree, while adult education included hobby

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1) Dominion Bureau of Statistics, op. cit.

2) Dominion Bureau of Statistics, Participants in Further Education in Canada, Ottawa: Queen's Printer, 1963, (Cat. 81-522).

3) Statistics Canada, 1972 Survey of Selected Leisure Time Activities, Ottawa: Statistics Canada, 1973. (Cat. 81-001).

or general interest classes. The survey indicated that 4.6 per cent of the adult population had participated in continuing education during the two and one-half month period, 3.4 per cent had participated in adult education, and 2.2 per cent had received instruction in the arts. (Table 3) The frequency of participation as well as the amount of time per week was highest in continuing education where an estimated 294,000 Canadian adults averaged ten hours or more per week in educational pursuits.

Table 3

ESTIMATED NUMBER OF HOURS PER WEEK SPENT IN FORMAL EDUCATIONAL ACTIVITIES BY CANADIAN ADULTS

Hours	Continuing Education		Adult Education		Instruction in Arts	
	No. (000)	%	No. (000)	%	No. (000)	%
0	14,037	95.4	14,214	96.6	14,391	97.8
1	44	0.3	103	0.7	88	0.6
2	59	0.4	133	0.9	59	0.4
3	74	0.5	103	0.7	44	0.3
4-6	132	0.9	88	0.6	73	0.5
7-9	74	0.5	29	0.2	15	0.1
10 or more	294	2.0	44	0.3	44	0.3
Total	14,714	100.0	14,714	100.0	14,714	100.0

Source: Statistics Canada, 1972 Survey of Selected Leisure Time Activities, Ottawa: Statistics Canada, 1973. (Cat. 81-001).

II. EDUCATIONAL INSTITUTIONS

The formal educational institutions in Canada are concerned principally with the education of children and youth in preparation for adult roles in society. In many cases these institutions have extended their primary function to include educational activities for adults. Since they are accustomed to record and report enrolments in their normal programmes for youth, they expand this to include their adult programmes when appropriate. As a result, such reports provide the most consistent and reliable assessment of participation in adult education.

Because other activities in adult education are not reported systematically, the data from formal educational institutions suggests that they are the principal or even sole source of educational programmes for adults, but this is misleading. Over the years, the most reliable estimates of participation indicate that formal educational institutions account for about one-fourth of all adult participation in educational programmes.

The formal educational institutions involved in adult education include universities, post-secondary institutions, and local school systems.

Universities

There are some 70 universities in Canada of which 40 reported participation by adults in part-time credit and non-credit courses in 1970-71. One-quarter million participants were recorded with 54.6 per cent in non-credit programmes and 45.4 per cent in credit courses (Table 4). Alberta had the highest participation rate of 36.3 persons per thousand while the Newfoundland rate was only 11.9 per thousand. Newfoundland had the lowest rate of non-credit course enrolment (1.3) and Alberta the highest (29.8), while British Columbia had the lowest rate of participation in part-time credit courses (2.3) compared to the Prince Edward Island rate of 16.5 (Table 5).

Table 4

PARTICIPANTS IN UNIVERSITY PART-TIME
CREDIT AND NON-CREDIT COURSES, 1970-71

Type of Course	No.	%
Non-Credit:		
Professional Development	57,594	23.0
General interest	54,813	21.9
Association certificate	23,378	9.7
Total	136,785	
Credit: (Part-time students):		
Undergraduate	97,165	38.8
Graduate	14,370	5.7
Other	2,151	0.9
Total	113,686	100.0

Source: Statistics Canada, Continuing Education, Part II - Post-Secondary Level, Ottawa: Information Canada, 1973. (Cat. 81-225).

Additional data regarding registrations in non-credit courses indicated that the registration figure should be deflated by one-third to determine the actual number of participants. A total of

3,500 courses with 205,178 registrations were reported by the universities for an average of 58.6 persons per course (Table 6). The percentage of courses was similar to the percentage of registrations in each course category.

Table 5

PARTICIPATION IN UNIVERSITY CREDIT AND NON-CREDIT COURSES
PER 1,000 POPULATION, 16 YEARS AND OVER, 1970-71

Province or Territory	Non-Credit Course Enrolment	Part-time Credit Course Enrolment	Total
Newfoundland	1.3	10.6	11.9
Prince Edward Island	3.5	16.5	20.0
Nova Scotia	6.3	6.9	12.2
New Brunswick	5.4	10.7	16.1
Quebec	5.4	10.4	15.8
Ontario	11.4	10.1	21.5
Manitoba	8.7	12.1	20.8
Saskatchewan	19.4	6.9	26.3
Alberta	29.8	6.5	36.3
British Columbia	14.4	2.3	16.7
Total	10.9	9.0	19.9

Source: Statistics Canada, Continuing Education, Part II - Post Secondary Level, Ottawa: Information Canada, 1973. (Cat. 81-225)

Table 6

NUMBER OF COURSES AND REGISTRATIONS IN
UNIVERSITY NON-CREDIT COURSES, 1970-71

Type of Course	Courses		Registrations	
	No.	%	No.	%
Professional development	1,550	44.3	86,391	42.1
General interest	1,282	36.6	82,220	40.1
Association Certificate	668	19.1	36,567	17.8
Total	3,500	100.0	205,178	100.0

Source: Statistics Canada, Continuing Education, Part II - Post Secondary Level, Ottawa: Information Canada, 1973. (Cat. 81-225)

Post-Secondary Institutions

The growth of non-university post-secondary educational institutions in Canada has been phenomenal over the last decade. There were 119 such institutions by mid-1970, and this total is increasing almost monthly. These institutions do not grant degrees, but offer programmes of up to three years' duration in vocational and career fields as well as in academic studies. Many of them place a major emphasis on extending their services to adults through provisions for part-time study and continuing education programmes.

Data on participation by adults in post-secondary institutions are still scarce. In 1970-71, 73,642 adults were enrolled in part-time college credit programmes in the three most populous provinces, and non-credit enrolments were 41,497.(1) In general, enrolments by adults in courses for them provided by these institutions exceed the full-time youth enrolment in every case. Thus, as the number of such institutions increases they will become an increasingly important source of participation in adult education.

Local School Systems

Many public and private school systems in Canada provide education for adults. In 1970-71, the total registration in such programmes was 794,621.(1) If it is assumed that the number of registrations over-stated the number of individuals registering in courses by one-third, as was the case at the university level, then the total number of participants would approximate 525,000. Some 32.8 per cent of the registrations were in academic courses and 11.4 per cent in vocational courses for credit. Non-credit course enrolment involved 9.1 per cent in occupation-related programmes, but 46.6 per cent of total registrations were in a miscellaneous category including hobby and general interest courses (Table 7).

The registration rate in Canada as a whole was 60.7 persons per 1,000 people aged 20 years and older. The highest rate of 131.1 persons per thousand occurred in British Columbia, and the lowest rate, 18.0, was in the Yukon (Table 8).

Summary

The formal educational institutions involve some 8.9 per cent of the adult population of Canada in their adult education programmes. There is a distinctive difference among the three categories of institutions with respect to their share of the adult participants and this reflects both the educational level of the adult population and the availability of opportunities for formal study.

The median educational level of the population is something less than high school graduation. This accounts, in part, for the school system enrolling some 65.29 per cent of those adults engaged in credit study. The school adult programme will lead either to a high school

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1) David A.A. Stager, and Alan M. Thomas, "Continuing Education in Canada", unpublished research report submitted to the Education Support Branch, Secretary of State, 1972.

Table 7

REGISTRATIONS IN SCHOOL SYSTEM ADULT EDUCATION COURSES, 1970-71

Type of Course	No.	%
Credit Courses:		
Academic	260,903	32.8
Vocational	91,581	11.5
Sub-Total	352,484	44.3
Non-Credit Courses:		
Occupation-related	71,914	9.1
Other	370,223	46.6
Sub-Total	442,137	55.7
Total	794,621	100.0

Source: David A.A. Stager and Alan M. Thomas, op.cit.

Table 8

REGISTRATION IN SCHOOL SYSTEM ADULT EDUCATION COURSES PER 1,000 POPULATION, 20 YEARS AND OVER, 1970-71

Province or Territory	Total Registration	Rate
Newfoundland	7,035	26.3
Prince Edward Island	6,457	99.3
Nova Scotia	24,306	51.9
New Brunswick	14,086	38.3
Quebec	287,684	79.4
Ontario	209,533	43.8
Manitoba	15,065	24.9
Saskatchewan	13,939	25.3
Alberta	35,095	36.9
British Columbia	180,282	131.1
North West Territories	833	75.7
Yukon	306	18.0
Total	794,621	60.7

Source: Statistics Canada, 1971 Census of Canada, Ottawa: Information Canada, 1973 (Cat. 92-715, vol. 1, pt. 2, bul. 1. 2-3). David A.A. Stager and Alan M. Thomas, op.cit.

diploma or to the minimal education level required for admission to vocational programmes. The 13.64 per cent enrolled in post-secondary institutions will be largely in vocational training programmes. At the university level, the 21.06 per cent of the adults enrolled in credit programmes in a university will be completing degree programmes at either the undergraduate or post-graduate level. The universities of Canada have been reluctant to broaden the opportunities available for part-time degree level work; consequently, the participation in this sector is not as great as it could become through expanded opportunities.

At the non-credit level, the school system again shows a higher percentage of those adults enrolled in non-credit study. This is due in part to the wider variety of leisure oriented and general interest programmes offered by school systems. Post-secondary institutions account for only 6.68 per cent of the adults in non-credit study and this is usually job related. University non-credit programmes involved 22.05 per cent which was only slightly more than the percentage of credit students.

In terms of services to adults, the school systems account for 68.48 per cent of all adult participants followed by the universities with 21.58 per cent and the post-secondary institutions with 9.92 per cent. This difference in participation reflects the more general availability of educational opportunities at the local level provided through local school systems.

III. GOVERNMENT AGENCIES

The various levels of government in Canada do not generally recognise the education of adults as a legitimate function of government nor do they perceive of adult education as a significant social phenomenon; consequently, they do not maintain and publish statistical data on their activities in this field that are sufficiently complete and accurate to garner any precise measure of the role of government in adult education.

Various agencies of government at every level are engaged in adult education in one way or another. In most cases, these agencies find it necessary and desirable to provide some kinds of educational programmes for adults in order to accomplish their primary mission. Thus, governments tend to use adult education as a means to an end rather than becoming involved in the provision of adult education generally.

Every level of government is involved in the continuing education of government employees and some departments of government at all levels are involved in some educational programmes for the public.

No level of government keeps accurate records or reports its provision of adult education programmes either for itself or for the public so that it is impossible to describe with accuracy or detail the extent of participation in adult education under government auspices. Although some scanty data are available from the national and provincial levels, there is nothing available about the role of government at the local level.

Federal Government

Although the British North America Act of 1867 excludes the Government of Canada from direct involvement in education, several departments of the national government provide adult education programmes for the public, and most of them provide continuing education for their own employees.

The major thrust by the national government in adult education is through the programmes offered to the public by the Department of Manpower and Immigration. The Canada Manpower Training Programme has been in operation since 1967 under the Federal Adult Occupational Training Act and it is concerned primarily with upgrading the knowledge and skills of the labour force. In 1970-71, 344,846 persons participated in Canada Manpower training programmes, with 77.9 per cent of these attending on a full-time and 22.1 per cent on a part-time basis.(1) The largest number of participants were involved in skill training and this accounted for 45.2 per cent of the total enrolment in manpower programmes (Table 9). Some 22.8 per cent were enrolled in apprenticeship and training in industry programmes. These may also be counted in the report of participation in programmes offered by business and industry, but there is no way of determining the extent of such duplication.

The lack of a central reporting agency in government renders it impossible to estimate accurately the extent of participation in or the number of programmes offered by government departments. It is known that some departments such as Indian Affairs and Northern Development conduct numerous adult education programmes for the Canadian public.

The continuing education activities conducted by government departments for their own employees are documented somewhat better than are programmes offered to the adult population generally. The Bureau of Staff Development and Training in the Public Service Commission conducted a total of 96 courses in which 2,365 employees participated in language training programmes. The Department of Manpower and Immigration provided 79 man-years of training for 4,595 participants, and the Department of Indian Affairs and Northern

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1) David A. A. Stager and Alan M. Thomas, op. cit.

Table 9

PARTICIPANTS IN CANADA MANPOWER TRAINING PROGRAMMES, 1970-71

Type of Training	No. of Participants	% of Participants
Skill training	155,719	45.2
Language training	13,193	3.8
Basic educational upgrading	97,136	28.2
Apprenticeship training	53,923	15.6
Training in industry	24,875	7.2
Total	344,846	100.0

Source: David A.A. Stager and Alan M. Thomas, op.cit.

Development provided 93.23 man-years of training. The Department of National Defence conducted 2,218 in-service courses for 28,411 participants in 1970-71.(1) Projecting from these examples, it would seem reasonable to estimate that the total number of participants in training programmes within federal government departments would range from 50,000 to 75,000 annually.

The combination of internal courses and external programmes for the public would appear to make the Government of Canada one of the major providers of adult education in the country. Although the data are sketchy, it seems likely that at least 500,000 participants could be documented, and the actual figure could be several thousand higher than that. At a conservative estimate, then, it appears that the national government is involved in the education of 3.8 per cent of the adults of Canada.

Provincial Governments

In Canada, the provincial governments are responsible for providing educational services for the population. That responsibility is lodged principally in provincial departments of education which are concerned primarily with the education of children and youth. The responsibility for providing education for the adult population is not generally accepted by the provinces and in most cases where it is accepted, adult education receives only token support through local school systems.

Some other departments of provincial governments offer adult education programmes to the adult population as well as conducting training programmes for their own employees. Such data as is availavailable suggests that agriculture departments are the leading

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1) David A.A. Stager and Alan M. Thomas, op. cit.

providers of educational programmes for adults followed at some distance by departments of labour. A total of 103,838 participants were recorded by those departments for which data were obtained (Table 10). In addition, some 21,000 provincial government employees participated in training programmes in 1970-71, but again the data were incomplete.(1) It does not seem unreasonable to assume, therefore, that the total participation in adult education programmes offered by provincial government departments, excluding departments of education, exceeds 200,000 per year. This is probably a conservative estimate but it indicates that provincial governments involve some 1.5 per cent of the adult population in their programmes.

Table 10

PARTICIPANTS IN ADULT EDUCATION PROGRAMMES OFFERED TO THE PUBLIC BY SELECTED PROVINCIAL GOVERNMENT DEPARTMENTS (EXCLUDING EDUCATION)

Department	No. of Participants	% of Participants
Agriculture	42,594	41.0
Labour	15,181	14.6
Natural resources	7,065	6.8
Tourism	6,434	6.2
Community Affairs and recreation	6,326	6.1
Transportation	5,440	5.2
Workmens' Compensation	3,739	3.6
Welfare	3,377	3.3
Health	1,793	1.7
Environment	1,564	1.5
Other	10,325	10.0

Source: David A.A. Stager and Alan M. Thomas, op. cit.

Summary

Governments at all levels provide adult education for the general public and for their own employees. Federal government programmes involve more participants than do provincial governments. Together, these two levels of government have an estimated 771,000 adults participating in both internal and external education programmes. Thus, the governments involve some 5.9 per cent of the adult population of Canada. These data are conservative and in no sense complete but they represent the best currently available.

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1) David A.A. Stager and Alan M. Thomas, op. cit.

IV. MULTIFARIOUS PROGRAMMES

Although virtually every social entity is involved in adult education at some time, there are but very few with sufficient visibility to provide any substantive data about the extent of participation in their activities. Even with these, however, the data are incomplete and generally unreliable. Many social entities do not identify their activities as consisting of education for adults and the vast majority of them are not concerned with recording or reporting participation. A sampling of adult education activities from some of the more visible institutions and agencies is reported below.

Business and Industry

Business and industrial firms in Canada provide adult education to the extent that such activities increase the efficiency and effectiveness of the work force. A survey of 44,413 firms with twenty or more employees was conducted by Statistics Canada in 1970, and 9,541 firms (21.5 per cent) indicated that some kinds of adult education activities had taken place.(1)

A total of 18,520 courses were reported at an average of 1.9 per firm reporting any activities. An average of 26.3 employees attended each course for a total of 486,741 participants. This represents an average of 51.0 per firm reporting, but only 11.0 participants for all firms in Canada with twenty or more employees. The total number of participants represents 5.6 per cent of the total labour force.

The educational activities reported were classified into three categories: occupational, non-occupational, and apprenticeship. The largest number of participants (62.3 per cent) and courses (74.5 per cent) were in the occupational category with skill and managerial training constituting the majority of programmes (Table 11). The non-occupational category accounted for 34.7 per cent of the participants but only 10.7 per cent of the courses. Safety programmes accounted for most of the non-occupational training and one-third of the total number of participants in this category with courses averaging 104 participants. Only 3.0 per cent were in apprenticeship programmes which constituted 14.8 per cent of the courses reported.

There were no data available about educational activities conducted for the general public although many firms are involved in various customer educational programmes. Because of this, it is not possible to estimate participation in this aspect of adult education conducted by business and industry.

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1) John North, Training in Industry 1969-70, Ottawa: Statistics Canada, 1972, (Cat. 81-001).

Table 11

NUMBER OF PARTICIPANTS AND COURSES BY TYPE OF TRAINING, TRAINING IN INDUSTRY, 1969-70

Type of Training	Participants		Courses	
	No.	%	No.	%
Occupational:				
Skills	109,811	22.6	4,994	27.0
Clerical	33,361	6.8	1,208	6.5
Sales	44,625	9.2	1,287	6.9
Other non-managerial	34,656	77.1	2,298	12.4
Managerial	80,712	16.6	4,016	21.7
Non-Occupational:				
Language	5,930	1.2	408	2.2
Safety and orientation	163,253	33.5	1,570	8.5
Other	12	-	2	-
Apprenticeship:				
Registered	9,987	2.1	2,330	12.6
Non-registered	4,394	0.9	407	2.2

Source: John North, op. cit.

Labour Organisations

The structure of organised labour in Canada is complex, and not all parts of the structure provide educational programmes. Such education as is provided tends to be functional and is intended to further the goals of the labour movement rather than to meet the individual learning needs of union members. Union education is dominated by such programmes as shop steward training, collective bargaining, union administration, parliamentary procedure, and similar topics that are offered in weekend and week-long schools as well as short courses.

The largest central labour body, the Canadian Labour Congress, has approximately 1.8 million affiliated members and its Education Department has a staff of eight education officers. Eighteen of the 112 national and international unions affiliated with the Congress have an education department in Canada, but many others provide educational services from a department in the United States or from another department of the union in Canada. Nine out of ten provincial federations of labour have an education committee, as do approximately 70 per cent of the local labour councils. Two-thirds of the local unions in Canada have no one assigned the responsibility of providing education for members.(1) Labour organisations that are not affiliated with the Congress include some 0.4 million members and few of these provide educational services for their members.(2)

No precise data are available to indicate the complete extent of participation in union education. A series of surveys conducted in 1972 suggest that approximately 200,000 union members, or 9 per cent of the total membership, participated in union education programmes in 1971.(1)(2)

The capstone of union education has been The Labour College of Canada which began operation in 1963. Labour College provides an eight-week programme of studies in Economics, History, Sociology, Political Science, and Trade Unionism and Industrial Relations. Almost 900 union members have attended Labour College with the enrolment averaging 60 participants in each of the recent years.(3)

Proprietary Schools

Proprietary schools are business establishments that market educational programmes to the public. In general, the number of participants in their programmes has declined in recent years as public post-secondary systems have expanded and offer the same types of programmes at less expense. A survey conducted in 1970 reported a total of 62 proprietary schools with a total enrolment of 12,471 in all provinces except Quebec.(4) Some 50 per cent of the participants were enrolled full-time, 48 per cent were part-time students, and 2 per cent were enrolled in corresponding programmes. The province of Quebec had a total enrolment of 18,972 in 1965, the last year for which data were obtained, but that figure has probably declined with the rapid growth of a community college system. Thus, the total enrolment in proprietary schools approximates 30,000 per year. Not all of those enrolled are adults so something less than 15,000 students could be classified as adults on the basis of the part-time enrolment.

The above data were obtained primarily from commercial and business schools. A considerable array of other types of proprietary schools offer instruction in such subjects as handicrafts, dancing,

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1) Gary Dickinson and Coolie Verner, "Education Within the Canadian Labour Congress", unpublished research report submitted to the Canadian Labour Congress, 1973.

2) Gary Dickinson and Coolie Verner, "Education in Unaffiliated Unions in Canada", unpublished research report submitted to the Canada Department of Labour, 1973.

3) Gary Dickinson and Marvin E. Lamoureux, "Labour College of Canada: The First Decade", unpublished research report submitted to the Canadian Labour Congress, 1973.

4) David A.A. Stager and Alan M. Thomas, op. cit.

art, and driver training, but no data are available respecting participation in their courses. The competitive nature of these enterprises causes them to be quite guarded about providing information that might be of use to their competitors.

Cultural Institutions

Cultural institutions such as museums, art galleries, and public libraries make available a wide range of events and activities attended by adults. For the most part, however, such activities do not fall within the scope of adult education as defined herein. In 1968, for example, public libraries reported an attendance of 1,221,458 people at talks, exhibits, and related activities, but enrolment in specific adult education classes totalled 13,332. Similarly, museums and art galleries in 1964 reported attendance figures of 100,000 for lectures, 130,000 for other activities, but only 6,000 participants were reported for study groups.(1) As the trend in cultural institutions appears to be towards the provision of a greater number of adult education programmes, it seems likely that the number of participants in those activities would have approached 50,000 by 1970-71.

Religious Organisations

Religious institutions are among the largest providers of adult education programmes in the United States, and there is no reason to suspect that such is not the case in Canada.(2) Unfortunately, there are no data respecting participation in adult education programmes offered by religious organisations in Canada. If the rate of participation at about 4 per cent of the total adult population is similar in the two countries then approximately 515,000 Canadian adults would participate annually in adult education programmes conducted by religious organisations.

Professional Associations

Many professional associations in Canada provide continuous education as one aspect of their services to members. Although precise data are scarce, it would appear that approximately 20 per cent of the membership of most professional associations participate in continuing education programmes each year. It is estimated that 102,000 participants were involved in professional continuing education

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1) David A.A. Stager and Alan M. Thomas, op. cit.

2) John W.C. Johnstone and Ramon J. Rivers, Volunteers for Learning: A Study of the Educational Pursuits of American Adults, Chicago, Aldine Publishing, 1965.

programmes.(1) Since some programmes in continuing professional education are conducted in co-operation with universities or post secondary institutions, there is a possibility of duplication in this figure.

Voluntary Associations

A wide variety of agencies such as the Canadian Mental Health Association, the Canadian Red Cross Society, the Canadian Chamber of Commerce, and the Canadian Council of Women offer adult education. Furthermore, many ethnic groups and organisations as well as co-operatives are active in providing adult education. Then too, there are voluntary groups such as Frontier College or the Vancouver Free University which have been established for the sole purpose of providing educational programmes for adults.

Few voluntary associations maintain records of the number of participants in their adult education programmes. Thus, it is difficult to assemble data about their activities on a regional level and impossible at the national level. A recent study in the City of Vancouver contacted thirty-seven voluntary associations representing 13 per cent of all such organisations listed in a directory of community services.(2) The total number of participants in adult education programmes exceeded 64,000 in 2,658 courses for an average of 24.3 participants per course (Table 12). Although a projection is hazardous based on such limited data, those figures would suggest that the total for Canada would fall within the range of 750,000 to 1,000,000 participants.

Table 12

NUMBER OF COURSES AND PARTICIPANTS IN ADULT EDUCATION PROGRAMMES OF VOLUNTARY ASSOCIATIONS IN VANCOUVER IN 1972

Type of Organisation	No. of Agencies	Courses		Participants	
		No.	%	No.	%
Health and safety	8	1,436	54.0	31,300	48.4
Recreational	2	240	9.0	12,000	18.6
Counselling	8	310	11.7	6,640	10.3
Family life	5	128	4.8	3,825	5.9
Ethnic	7	27	1.0	1,800	2.8
Other	7	517	19.5	9,030	14.0
Total	37	2,658	100.0	64,595	100.0

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1) David A.A. Stager, and Alan M. Thomas, op. cit.

2) Gary Dickinson, ed., op. cit.

Entrepreneurs

A relatively recent development in adult education in Canada is the rise of the private educational entrepreneur. Since these are private businesses no data are available on their activities. For the most part, they sell educational programmes for supervisory and managerial personnel either to a single corporation or to a community. The content of the programmes offered relates to major concerns of business and industry and ranges from salesmanship to management by objectives and from human relations to instructor training. Programmes are usually advertised in appropriate journals and papers as well as by direct mail. In a study of such advertisements in a national financial weekly, fourteen entrepreneurs were identified with some forty-two programmes over a one-year period.

Summary

The private sector is far more active in adult education than is generally recognised. Because these activities are so widely dispersed among so many agencies and organisations in society, it is virtually impossible to make any reasonable estimates of the extent of participation. In all probability, the private sector provides more educational opportunities and involves more adult participants than all other sources combined. The programmes provided by the private sector are more likely to be directed to personnel within the organisation than to the public at large and the content will tend to be specific to the needs of the organisation rather than the general learning needs of the adult participants.

V. THE EXTENT AND NATURE OF PARTICIPATION

Although the data reported earlier are scanty and far from complete, they suggest that adult education is a far more pervasive activity than is generally recognised. It appears that some 3,716,000 adult Canadians participated in adult education programmes for which data were recorded. This estimate includes about 28.4 per cent of the adult population of Canada.

Participation Rate

Canadian adults participate in adult education at the rate of 284.07 per thousand in the population but this rate varies considerably among the various types of programmes reported. As a group, the formal educational institutes have a participation rate of 68.26 per thousand adults with most of this occurring in programmes conducted by school systems. Religious institutions had a rate of 39.37

per thousand adults followed by the Federal Government at 38.22 and business and industry at 37.15 per thousand (Table 13). In most cases, the higher rates of participation are found in the more systematically organised programmes for the general public or those with a high in-service-education component.

Table 13

ESTIMATED NUMBER OF PARTICIPANTS AND PARTICIPATION RATES FOR INSTITUTIONS PROVIDING ADULT EDUCATION PROGRAMMES

Type of Institution	Participation Rate	No. of Participants
Universities	19.11	250,000
Colleges and related institutions	8.79	115,000
School boards	40.36	528,000
Federal government	38.22	500,000
Provincial governments	15.28	200,000
Cultural institutions	3.82	50,000
Business and industry	37.15	486,000
Labour organisations	15.28	200,000
Proprietary schools	1.53	20,000
Religious institutions	39.37	515,000
Professional associations	7.79	102,000
Other institutions and agencies	57.33	750,000
Total	284.07	3,716,000

Factors Influencing the Rate of Participation

The gross rates of participation do not apply equally to all sectors of the population. There are wide disparities among population sub-groups, and many different factors influence the rate of participation in any single group. Over the past decade a substantial body of research has been conducted at the University of British Columbia in an attempt to identify factors affecting participation in adult education in Canada. The research findings are not yet sufficiently detailed to enable the accurate prediction of participation by persons with given characteristics, but they are suggestive of some general trends so that it may be possible in the near future to estimate both the rates and the probabilities of participation by individuals or groups.

Personal Characteristics

Participation in adult education appears to be related to age, with younger adults participating more than older adults.(1)(2) The

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1) Gary Dickinson, "Patterns of Participation in a Public Adult Night School Programme", unpublished M.A. thesis, University of British Columbia, 1966.

2) Dean S. Goard and Gary Dickinson, The Influence of Education and Age on Participation in Rural Adult Education, Ottawa: Department of Regional Economic Expansion, 197[illegible]

rate of participation is highest in the late twenties and the thirties and declines gradually thereafter. Age does not appear to be a causal factor but may reflect instead the differing educational needs of adults at different ages. In early adulthood, career goals seem to predominate which stimulates active involvement in vocational, technical, and academic courses that would speed occupational advancement. In later years, educational needs shift to general interest, hobby and non-credit programmes. Since few courses are designed specifically for older adults whose educational needs are not generally in concert with those of younger adults, their participation tends to be quite limited.

Women tend to predominate in liberal arts and general interest programmes whereas men are more likely to participate in vocational and career-related educational activities.(1) Marital status does not seem to affect participation although some programmes are tailored to meet the needs of adults with specified marital status characteristics. Programmes are offered for single mothers, persons seeking a divorce, or housewives attempting to reduce their food costs. Some institutions attempt to encourage the participation of married couples by a reduced fee when both partners participate. The presence of children in the home does not seem to limit participation as those who participate tend to have more children than non-participants. The presence of children who are actively engaged in learning may stimulate parents also to learn.

Socio-Economic Characteristics

The variables of education, occupation, and income constitute an adult's socio-economic status and each is related to participation in adult education. In general, those who rank higher in each characteristic tend to be more active consumers of adult education. This helps to widen rather than reduce the educational gap between groups with higher and lower socio-economic status.

An almost universal finding in studies of participation is that participants have a higher level of formal education than non-participants.(2) Adults who have less than an eighth grade education rarely participate whereas a higher percentage of university graduates seek further education. In publicly supported institutions, adults tend to return to the level of institutions with which they were most recently in contact. Thus, persons with a high-school education are more apt to participate in school system adult education programmes

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1) Ganz, L. Benno. "An Analytical Survey of Participants in Non-Credit Liberal Arts Extension Classes", unpublished M.A. thesis, University of British Columbia, 1968.

2) Gary Dickinson, "Educational Variables and Participation in Adult Education", Adult Education, 22: 36-47, 1971.

than in university courses. On the other hand, participants in university programmes tend to have at least some previous attendance at a university.(1)(2)

Participation in adult education programmes appears to increase as occupational status increases, and different types of programmes attract people in different occupations.(3) School system adult education courses enrol a large number of housewives and lesser numbers of unskilled or semi-skilled workers whereas university adult programmes draw people from managerial occupations and the professions. (1)(2) In rural areas, non-farm residents are more likely than farmers to participate in adult education but the involvement of either group is primarily in programmes related to their occupation.(4)

These data suggest that level of formal schooling generates participation in adult education and that adult education programmes currently available in Canada are educating the educated rather than meeting the educational needs of the whole population.

Residence Factors

The place, location, and length of residence appears to influence participation.(5)(6) The rate of participation tends to be lower in rural than in urban areas, but this may be due more to a difference in the number of opportunities available than to any inherent difference between rural and urban residents.(4)(7) In remote areas, for example, correspondence programmes may be the only method of study available.

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1) Gary Dickinson, "Patterns of Participation in a Public Night-School Program", op. cit.

2) L. Benno Ganz, op. cit.

3) A. Dale Rusnell, "Occupation and Adult Education of Non-Farm Residents in Rural British Columbia", unpublished M.A. thesis, University of British Columbia, 1970.

4) Gary Dickinson, "Rural Adult Education", The Journal of Education of the Faculty of Education of the University of British Columbia, 18: 19-27, 1971.

5) Harvey G. Jones, "A Test of Validity of Place of Residence as an Indicator of Socio-Economic Characteristics of Participants in University Non-Credit Evening Classes", unpublished M.A. thesis, University of British Columbia, 1962.

6) Coolie Verner and Alice Lindenberger, "A Technique for Analysing Extension Course Participants", Adult Education, 11: 29-34, 1960.

7) Gary Dickinson and Coolie Verner, Community Structure and Participation in Adult Education, Ottawa: Department of Regional Economic Expansion, 1971.

In both rural and urban settings, participation in adult education decreases as the distance increases between the place of residence and the centre in which programmes are offered.(1)(2)(3) Moreover, the distance that adults will travel in order to attend seems to vary with the institution and the programme offered. The median distance travelled was found to be three to four miles for night-school courses in Vancouver while attendance at university extension classes involved a distance of six to ten miles.(4) Participants in professional and technical university extension courses travelled a significantly greater distance than did those in arts and science courses.

Adults who have lived in the same community for a longer period are more active participants in adult education than those who are relative newcomers.(5) This suggests that adult education programmes have not played any significant role in facilitating the adjustment and assimilation of new community members. This may not be too crucial with respect to English-speaking adults who have resided elsewhere in Canada, but it is serious for immigrants who do not speak English. A few experimental programmes have been conducted recently for older immigrants to help them gain some fluency in the English language which they lacked although they have been living in Canada for many years.(6)

Attitudes

The attitudes of participants and non-participants in adult education are not well known even though such factors may have considerably greater influence on participation than the relatively static variables discussed above. In an Indian population, participants saw fewer obstacles to the realisation of goals and were more active

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1) Gary Dickinson and Coolie Verner, Community Structure and Participation in Adult Education, Ottawa: Department of Regional Economic Expansion, 1971.

2) Donald P. McKinnon, "Comparison of Distances Travelled to Urban Night School Centres", unpublished M.Ed. thesis, University of British Columbia, 1966.

3) James E. Melton, "The Influence of Alternate Course Locations on Distances Travelled by Participants in Urban Adult Evening Classes", unpublished M.Ed. thesis, University of British Columbia, 1966.

4) L. Benno Ganz, op. cit.

5) Gary Dickinson, "Patterns of Participation in a Public Adult Night School Programme", op. cit.

6) Jean M. Buzan, Teaching English as an Additional Language to Older People: A Case Study, Vancouver: Adult Education Research Centre, University of British Columbia, 1972.

in pursuing them than non-participants.(1) Furthermore, adults who are satisfied with their level of occupational skill participate less than those who are not satisfied with their skills.

In rural areas, participants in adult education tend to have a more favourable attitude towards change than non-participants.(2) This can be anticipated since participation in adult education implies that an individual is willing to change and seeks to do so by making contact with an institution that would help him to change. An adult who is less willing to change, however, would probably not respond to any institution offering to facilitate change so that different, non-institutional approaches might be necessary to encourage participation by those resistant to change.

Another attitudinal characteristic that seems to be related to participation is alienation. Those who indicate a greater degree of alienation are less apt to participate in adult education.(3) This probably occurs because the alienated individual feels that he is powerless to control the events in his life and his relationships with others even though further learning might help him to obtain such control. The cycle of high alienation, low education, low employability, and low income is therefore extremely difficult to disrupt since attitudes may prevent an adult from making an effort to upgrade himself. Those who are less alienated, however, are more likely to feel that they can control their lives and may use adult education as a means of personal growth and occupational advancement.

Learning Needs

Adult needs for learning continue throughout life and cover a wide range of interests which are not always met by institutions now providing adult education. The needs and the opportunities for learning are by no means perfectly matched, but when a need is identified an institution or agency may step in and attempt to provide an educational activity to meet that need. Unfortunately, this process is not achieved systematically so that some learning needs remain unmet while others are served by several organisations.

Adult education programmes should emphasize the solution of practical problems and help resolve the difficulties encountered by

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1) Adrian Blunt, "The Characteristics of Participants in an Indian Adult Education Programme", unpublished M.A. thesis, University of British Columbia, 1972.

2) Dean S. Goard and Gary Dickinson, op. cit.

3) Gary Dickinson, "Alienation Among Rural Adults of Low Educational Attainment", Adult Education, 21: 3-13, 1970.

adults.(1) Rural men express an interest in educational programmes dealing with mechanical repairs, agriculture, welding, electrical work, and carpentry.(2) Urban women in a lower socio-economic group, however, were concerned with such subjects as nutrition, home management, citizenship, family relationships and employment.(3) Participants in a school board programme wanted concise information about educational requirements and about occupations while members of a labour union wanted specific programmes related to the role and function of the union rather than general interest types of educational activities.(4)

For the most part, there is little co-ordination among institutions offering adult education programmes either in the identification of learning needs or in the design of educational programmes to meet specific needs. Many learning needs remain unmet by any existing programme so that adults are deprived of opportunities to learn the knowledge and skill that they feel essential to improve the quality of life.

Cost of Participation

Reliable data respecting the cost of adult education are even more difficult to obtain than information about the extent of participation.(5) Financial policies vary considerably among institutions, and accounting practices of some institutions make it impossible to separate the amount spent on adult education from other expenditures. Moreover, it is impossible to even begin to estimate the total cost of participation to an individual because such indirect costs as lost wages, travel, child care, and similar expenses have not been studied.

The information about cost presented here can only be regarded as suggestive of the magnitude of the total expenditures for adult

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1) Renee P. Jackson, "Expressed Interest and Participation in Adult Education". Unpublished M.A. thesis, University of British Columbia, 1970.

2) Gary Dickinson, "Rural Adult Education", op. cit.

3) Daisy Webster, "The Need for Adult Education of Married Women in the Lower Socio-Economic Levels in Vancouver", unpublished M.A. thesis, University of British Columbia, 1968.

4) Maria Brown, "Adult Education Among Members of a North Vancouver Labour Union", unpublished M.A. thesis, University of British Columbia, 1972.

5) John Cowan, "Public Financing of Adult Education", *The Journal of Education of the Faculty of Education of the University of British Columbia*. 10: 75-83, 1964.

education in Canada. Thus, an overall total cost estimate of $683 million is only a first attempt at an approximation of gross national expenditures on adult education (Table 14).

Table 14

ESTIMATED NUMBER OF PARTICIPANTS AND COST OF PROVIDING ADULT EDUCATION PROGRAMMES

Type of Institution	Estimated No. of Participants	Estimated Cost ($ million)
Universities	250,000	52
Colleges and related institutions	115,000	20
School boards	528,000	44
Federal government	500,000	325
Provincial governments	200,000	15
Cultural institutions	50,000	5
Business and industry	486,000	100
Labour organisations	200,000	6
Proprietary schools	20,000	2
Religious institutions	515,000	40
Professional associations	102,000	14
Other institutions and agencies	750,000	60
Total	3,716,000	683

Canada Manpower is clearly the largest spender on adult education. The total cost of providing training for 344,846 adults in 1970-71 was $289 million of which $133 million was accounted for by direct training costs and $156 million was expended on support allowances for the participants.(1) Thus, the average cost per participant was $839 of which $385 was instructional expense and $454 was allowances. The cost of Manpower training programmes is paid wholly by the Government of Canada.

Based on an estimate for one province in 1970-71, the cost of non-credit university adult education was estimated at $10 million, with most of that cost borne by fees charged participants.(2) The cost of providing part-time university credit courses has been estimated at $42 million.(1)

Adult education programmes conducted by school systems are financed largely through fees paid by the participants. In the province of British Columbia some $2.75 million was spent on adult

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1) David A.A. Stager and Alan M. Thomas, op. cit.

2) Gary Dickinson,ed., Adult Education in British Columbia, op. cit.

education in 1972. Considering the number of registrations in that province, and projecting the expenditure to Canada as a whole, it appears likely that the total cost of adult education programmes by school systems would exceed $12 million for an average expenditure of approximately $15 per registrant. In addition to such part-time participants in adult education programmes, there were 53,177 full-time adult students aged nineteen and over who were enrolled in elementary and secondary schools in 1968-69. The total cost of providing education for those students has been estimated at $32 million.(1)

Isolated data from several studies suggest that the total expenditure by labour organisations on educational activities probably averages $3 per member per year.(2)(3) This would result in a total expenditure exceeding $6 million per year for union education in Canada.

Proprietary schools reported a total income from fees of $3.26 million at an average of $108 per student and total expenditures of $3.03 million, for a net income of .23 million which represents 7.1 per cent of gross income.(1) It is estimated that some $2 million of that cost was borne by adult students.

The continuing education programmes offered by thirteen professional associations had a total of 52,000 participants who paid $6.73 million in fees at an average of $128 per participant.(1) A tentative projection to all professional association continuing education programmes would suggest an annual payment of some $14 million in fees.

The remaining institutional categories for which rough estimates have been made lacked sufficient cost indicators to provide any reliable clues to the total national expenditure. The figures provided are scaled in relation to other institutional categories taking into consideration such factors as the normal duration of adult education programmes within similar categories and the relative predominance of full or part-time participants. It should be reiterated, however, that these are only first approximations.

Summary

Adult education is not an insignificant activity in Canada either socially or economically. Some 28.4 per cent of the adult population is involved in the search for further learning through organised adult education programmes. This does not take into account the unidentified millions of adults who involve themselves in self-education projects.

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1) David A.A. Stager and Alan M. Thomas, op. cit.

2) Gary Dickinson and Coolie Verner, "Education Within the Canadian Labour Congress", op. cit.

3) Gary Dickinson and Coolie Verner, "Education in Unaffiliated Unions in Canada", op. cit.

An estimated 683 million dollars was spent on adult education in Canada. This was some 0.79 per cent of the gross national product for 1970. In that year 4.93 per cent of the GNP was expended on health and 6.78 per cent on social welfare, while 7.00 per cent of the GNP was spent on the education of children and youth. Considering that the lesser proportion of the population is under twenty years of age this appears to be a disproportionate share of the GNP for the education of children and youth. Expenditures on the education of adults was only 11.39 per cent of that devoted to the education of children.

Adult education involves a significant number of participants and a considerable expenditure of public and private funds yet it does not meet the pressing need for learning of large segments of the population. Since the cost of further education is primarily borne by the participant, those with less income tend to be excluded. Furthermore, the amount of schooling appears to lead to participation in adult education, consequently, the less educated adults are under-represented. Since those with higher education and income levels tend to participate more, those providing adult education programmes tend to cater for those who participate. Adult education, then, is widening the gap between the educated and the uneducated.

VI. ASSESSING PARTICIPATION

Any attempt to inventory the extent of adult education and the number of participants on a local, regional, or national level is virtually impossible because of the lack of complete, detailed, and reliable data. Such data are not available anywhere because it is not considered to be sufficiently important in the national interest to warrant the effort required to collect it systematically. Furthermore, the few attempts that have been made to that end have run afoul of the general pervasiveness of adult education throughout the structure of society in a myriad of forms and activities that appear to defy logical analysis.

Thus, the systematic collection of data about participation in adult education rests upon the precise identification of what activities are to be classified as adult education in such a way as to differentiate those to be enumerated from all other similar activities.(1) Attempts to define adult education precisely have faltered because of the confusion between learning by adults and education for adults.

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1) Coolie Verner, A Conceptual Scheme for the Identification and Classification of Processes for Adult Education, Chicago: Adult Education Association of the U.S.A., 1962.

Identifying Adult Education

The problem of identification is not insurmountable, but it is complicated by a tendency to equate education with schooling on the assumption that only those activities conducted by formal educational institutions can be defined properly as education. This restricted perception of education discounts and discredits most adult education. The preponderance of education provided for adults is different in form and substance from the activities of educational institutions and it is conducted by instrumentalities in society outside the **province** and traditions of such institutions. Thus, by restricting the enumeration of participation only to activities provided by educational institutions, the vast bulk of it is eliminated with the result that any assessment of participation is both incomplete and inaccurate.

On the other hand, there is a tendency to include as adult education everything an adult may do to further his learning on the assumption that something derogatory is implied in eliminating self-education from adult education. Such a position is, of course, absurd. In attempting to define adult education in precise measurable terms we are merely identifying an existing phenomenon in discrete terms. Adult learning and adult education are equally discrete phenomena, but they are not synonymous with adult education. In fact, self education and adult education are but two of the many ways adults may learn.(1)

Continuous learning by adults is an indispensible requisite of modern life and no society can hope to survive long without its adult population engaging in learning continuously. Such essential learning cannot be left to chance, consequently a society must provide organised opportunities for adults to learn systematically. The provision of such opportunities consumes some of the resources of the society and it is essential that some measure be taken of the rate at which adults participate. Neither the adult learning that occurs naturally in **everyday** life nor the self-education in which some adults become involved can be measured periodically with any validity or reliability. The organised opportunities for learning provided for adults by the various instrumentalities in a society both public and private can be inventoried; therefore, in measuring participation it is adult education that is studied. Only in this way can a society gain some assessment of the degree to which its members are keeping themselves abreast of changing requirements for learning.

Adult education is any planned and organised activity provided by an institution or other social instrumentality that is intended specifically to assist an adult to learn and which is under the immediate and continuing supervision of an instructional agent who

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1) Coolie Verner, op. cit.

manages the conditions for learning in such a way as to facilitate the successful achievement of the learning objectives.

This definition sets criteria for determining what is included as adult education:

1. It is planned and organised.
2. It is provided by some social organisation such as an institution, agency, or association.
3. Its purpose is to assist an adult to learn.
4. It is under the direction and continuing supervision of an instructor who can change and adjust the conditions of learning as required by the abilities of the learner and the learning task.

The activities that meet these criteria can range from a correspondence course to a one-day institute, from a farm visit of an agricultural agent to an evening class, or from a private music lesson to a discussion group. These criteria also will exclude all casual learning that may occur naturally in day-to-day living as well as self-education projects through programmed instruction, television, or reading.

In these terms, then, it is relatively easy to determine which activities are to be included in any census of participation in adult education. The next problem is one of identifying the social instrumentalities that provide adult education.

Counting Participants

Participation in adult education can be measured by an approach through the instrumentalities that provide it or by an approach through the adults seeking further education. The former approach is used more frequently than the latter but neither has proven completely satisfactory.

By Providers

This report on participation in adult education in Canada illustrates the problems encountered in attempting to achieve a census of participation through the instrumentalities that provide adult education. Certain virtually insurmountable problems are encountered in taking this approach:

1) Identifying the providers

So many institutions and agencies are involved in providing adult education that it is almost impossible to identify them all. As a result, there is a tendency to include only those most conspicuously involved, such as the formal educational institutions. This results in a biased and incomplete count of participants.

2) Determining the adult education provided

Most of those agencies and organisations involved in adult education provide it externally for the general adult public and internally for their own members. More adult education is probably provided internally than externally and some agencies do not become involved in it externally at all.

External Adult Education

Many institutions and agencies are involved in providing adult education for the general public either as an extension of educational opportunity as an end in itself or as a means to achieve some predetermined end.

As an extension of educational opportunity, agencies and institutions seek to meet the needs for learning perceived by the public in general without necessarily aiming at any specific group of adults in the population. This kind of adult education is provided primarily by the formal educational institutions in the society in much the same form and content as that provided their normal pre-adult populations. Such institutions are more apt to maintain records of their activities provided for adults and to have data on participation in these.

Some voluntary associations and non-governmental institutions also are involved in general adult education - often on a large scale. It is much more difficult to identify such groups and to collect participation data from them. Organisations such as the YM or YWCA are in this category.

As a means to an end, adult education programmes are provided to the general public in order to increase public knowledge and change behaviour in some specific area of human welfare. Government agencies as well as private associations are usually active in this class of programme in the health and welfare fields particularly, but also in agriculture and other occupational areas. This is usually a larger area of programme activity than is general adult education, yet it is one in which scarcely any data are available on participation. The agencies involved usually have records of activities maintained for their own purposes.

Internal Adult Education

Most adult education falls into this category. Included here is the continuing education provided by an organisation for its own personnel exclusively in order to insure the continued maintenance and adaptability of the organisation to changing circumstances. Governments, business and industry, institutions, voluntary associations, and other such social structures are involved in the provision of adult education. Here too, records are kept primarily for internal use and rarely reported because most organisations do not perceive these internal programmes to be adult education and would not be apt to include them in reports.

3) Securing the required data

Most organisations involved in providing adult education do not maintain accurate and detailed records of their activities. Those that do so record the data in different ways so that there is little consistency in the quantity or quality of the data that can be collected. To facilitate uniformity and accuracy, national statistical services should prepare and distribute model forms and procedures for recording participation data in an effort to standardise the maintaining and reporting of adult education. It will probably be both desirable and necessary for national governments to introduce some functional incentives to encourage agencies to volunteer consistent and reliable reports of their activities in adult education. In time, national governments may find it advantageous to require reports on adult education as they now do with other kinds of information.

By Adult Participation

Because so many different organisations are involved in providing so many varied patterns of adult education, it may be an easier and more reliable approach to participation by conducting regular sample surveys of the adult population. Past experiences in conducting the national census have indicated the reliability and validity of properly planned and conducted sample surveys for certain classes of information. From such surveys, descriptive data about participants in adult education can be gathered that is not available in the approach to providers of adult education. Such descriptive data would indicate the kinds of programmes, the forms of adult education, the costs, and the characteristics of the population involved. This would be useful in planning expanded educational services to help insure that those most in need of continuing education have opportunities to engage in further learning systematically.

Since every government now makes a regular enumeration of its population, both the skill and the machinery to conduct sample surveys is available for that purpose.

Summary

The detailed study of participation in adult education on a national basis has not been accomplished successfully in Canada as yet. The varied forms in which adult education is provided and its general dispersion throughout the total fabric of society are almost insurmountable barriers to any complete and detailed analysis.

Two basic approaches have been made to participation, but neither has been successful. An approach through the institutions and agencies providing adult education tends to include only the better organised and more readily visible programmes, but this omits the bulk of adult education available in the country. It would be possible to enhance the completeness of the data collected from those providing adult education by establishing standard criteria for reporting and by instituting functional incentives to encourage the cooperation of those concerned.

An approach to participation through regular sample surveys of the adult population would supply equally accurate data more easily and with more functionally useful details about the participants, the programmes and the costs. The scientific technology for such surveys is readily available and the machinery to conduct them is extant.

The accelerating pace of social change makes it abundantly clear that adults must continue to learn, for learning is a requirement of living; but to do so successfully, adults must have opportunities to engage in educational programmes for the learning required for survival cannot be left to chance. In order to insure the adequate provision of adult education suited to the needs of every segment of the adult population, it is essential that existing programmes and participants be studied periodically.

The role of adult education as an indispensable component of modern life is not fully recognised and accepted as a matter of national concern. Governments still cling to the myth that public responsibility for education is limited to that provided for children and youth with the result that a disproportionate share of national wealth is expended on education at the pre-adult level. A society that makes its educational investment almost entirely in children and youth is on the way to becoming obsolete and is reducing its chances for survival.

III

DENMARK

by
Per HIMMELSTRUP

I. AIMS AND DEFINITIONS

The ever-increasing interest in education during the post-war years has on the whole been directed towards the basic educational core. The term "educational core" in this paper refers to primary and secondary schools (9 years), the secondary both academic and vocational, 10th to 12th years, and higher education following on successful completion of secondary studies. The principle of an educational core is that it is supported by the community and maintained within given guiding lines as regards standards, content and curricula. Although no correlation necessarily exists among the various sections of the educational core, it is, in principle, based on the completion of an unbroken sequence beginning at the pupil's 7th year and lasting for a maximum of 18-20 years.

Outside this educational core we have adult education. It may be parallel to the educational core (competence-based adult education), it may supplement or complement it (retraining, further and reconversion training schemes), but it may also have no particular connection with the educational core (general liberal non-vocational adult education, or liberal enlightenment). Adult education has many different sponsors and no clear-cut financial structure. It is designed for those not enrolled at any of the levels of the educational core and who normally do not qualify to do so from the point of view of age.

Although adult education in Denmark dates back to the middle of the 18th century, and received its first legislative provision as early as 1914 in the first Elementary Schools Act, it has hardly any clearly formulated or official aims of educational policy, and no definition or even demarcation of its area has ever been made. This gives rise to considerable practical difficulties whenever an attempt is made to assess the extent of adult education and expenditure on it.

A definition of adult education as an alternative to the educational core has been offered above. On this basis there can be nothing but full support for the definition proposed by UNESCO in connection with the International Standard Classification of Education (ISCED), in which no distinction is made between "adult education" and "out-of-school education". The consequence of this, however, must be an educational concept which goes further than the one within which ISCED operates. I have some doubts about the exclusions made in ISCED

(ISCED III, Rev. 5), particularly if one considers the tendencies which are developing in many parts of the world and traditions in Denmark. However, in this paper I will endeavour to keep within the given definition.

In Denmark, as in most other countries, adult education has developed as the need has arisen, without any overall plan. The result is that this "alternative system" is today spread amongst various ministerial areas of responsibility which gives adult education a wide, richly varied, but little co-ordinated educational area. It is only possible therefore to assemble and arrange data which provide an incomplete picture of the present situation. Statistics will always be inconclusive, so this paper must be taken with reservations, since it is of necessity based far too much on a subjective evaluation and the author's own vantage point (adult education under the Ministry of Education).

Adult education exists at present under the responsibility of the following ministries:

	Example of activities
Ministry of Education	
- department	Royal Danish Institute of Educational Studies
- directorate for primary and secondary schools, adult and youth education, teacher training colleges, etc.	National Handicraft Studies Adult education in residential colleges General liberal non-vocational adult education
- directorate for secondary schools and higher preparatory examination	Matriculation and higher education courses
- directorate for vocational training	Technical correspondence colleges, Vocational teacher training
Ministry of Labour	Unskilled Workers' Colleges
Ministry of Trade and Commerce	Technological Institutes
Ministry of Cultural Affairs	Radio Denmark
Home Office	Civil Defence College
Ministry of Social Welfare	Personnel Institutes for National Care of the Mentally Handicapped
Ministry of State	National Institute of Journalism
Ministry of Budgets	National Institute of Administration
Ministry of Agriculture	Forestry Colleges

	Example of activities
Ministry of Defence	Armed Forces Civil Education
Ministry of Ecclesiastical Affairs	Ecclesiastical College
Ministry of Works	Railwaymen's Institutes
Ministry of Justice	Training of Driving Instructors
Ministry of Finance	Training of Customs Officials

In addition, local authorities and their organisations have their own training schemes. Some are based within the educational core because they are a part of initial training. In all other instances, however, adult education is conducted in accordance with the given definition.

It can often be very difficult to separate adult education expenditure from the collective budget of the institutions involved. Practically all the above-mentioned ministries have special advisory bodies responsible for prescribing the content and level of their courses.

During the preparatory stages of the current Act on Leisure-time Instruction (passed in 1968) a "supplementary evening school committee" was set up. The result was a White Paper (1965/396 re "Leisure-time Instruction for Adults"), in which the traditions of free and voluntary liberal enlightenment were emphasized.

Another vast area is that of the adult vocational training schemes under the Ministry of Labour. In this instance the regulations (of 2nd June 1971) are formulated in such a way as to leave the planning of the training schemes to the parties concerned. The object of these training schemes is to secure maximum employment and they are therefore continually adjusted to current technological developments and conditions in the labour market.

"Perspective Plan for 1970-85" is the title of a Government White Paper published in 1971, and is the result of findings of a working committee set up in 1968. This report establishes the lack of continuity and long-term objectives in practically all sectors of the Danish educational system. "Perspective Plan" establishes further that:

> "Three main objectives for adult education can be formulated,
>
> a) to give adults with insufficient basic education further education (achievement-based adult education);
>
> b) to provide retraining and possibly reconversion training for adults in respect of current developments in science and technology (vocation-based adult education), and
>
> c) to provide the opportunity of leisure-time instruction of a supplementary and orientating nature (general liberal non-vocational adult education).

> It must be anticipated that training schemes within the present legislative area of leisure-time instruction will, to a greater extent than hitherto, be incorporated in the education system, partly as additional basic education and partly as preparation for further education. In addition, state-sponsored opportunities for vocational retraining schemes will become much wider than is the case at present, and retraining schemes will be integrated into existing educational institutions ...".

A debate on adult education took place in Parliament in December 1972. There was general agreement on the principle of lifelong integrated education as the basis for a general education policy in a modern dynamic community, and of adult education playing an independent role as equal partner in an integrated education system of the future. The establishment of the Central Board for Education (summer 1973), which advises the Government on educational issues, underlines the importance of adult education. Adult education shall further the necessary flexibility and shall act as the dynamic power in societal development.

II. PATHS TO ADULT LEARNING

In Denmark, as in many other countries, certain trends in social development in the 60s which gave rise to new concepts of adult education have now become clear. Denmark has experienced tremendous improvements in living standards, increased productivity, reorganisation of production and consequently of industrial structure, changes in consumer patterns and developments towards larger units of administration, education, social health, production and distribution. The education system has been subjected to change and to more or less thoroughgoing reforms, but the process has been pragmatic. Each educational area has attempted to develop in relation to the expected influx of new students within its own field.

General agreement has been reached in recent years on the trend towards increasing priority for adult education. Whilst "Perspective Plan" (PP I) confirmed these trends, PP II ("Perspective Plan for 1972 - 87") stated briefly that "there is thus every reason to give adult education a high priority", and pointed out that for reasons of economy it would be necessary to consider the possibility of a collective redistribution within the education system as a whole. Factors supporting this supposition include:

- that about 3/4 of employed persons in Denmark have only had seven years' basic education;

- that a considerable percentage of employed persons are skilled in trades that because of changes in social structure and industry no longer exist, or which they have left;
- that the increase of leisure-time leads to an increasing demand for leisure-time instruction;
- that the efforts on behalf of initial schooling in the 60s have created a generation gap and will encourage inequality;
- that the increase in effectiveness and specialisation, and their consequent psychological pressures will necessitate "breathing spaces" which will allow for the development of self-expression and creativity;
- it is becoming increasingly vital to create a general framework of reference.

Added to this is the growing realisation that however long or excellent the first years of schooling may be, they cannot supply young people with the learning and skills they will need in as little as 10-15 years' time. Just as certain jobs cease to exist, new jobs are constantly created. Changes of profession and trade will be everyday occurrences in the future. Geographical as well as social mobility is increasing and with it the organisational theory which in OECD terminology is referred to as "recurrent education" appears to be self-evident.

Denmark in the 1960s witnessed a growing acceptance of the whole concept of adult education. Prior to this, it had been identified with the traditional forms of liberal enlightenment, whereas adult education today is accepted as defined in ISCED (see page 112).

As a result of this, there is no longer the sharp delineation between general liberal non-vocational adult education, the more vocationally-based retraining and reconversion schemes, and competence-based adult and further education. In the following, I will attempt to systematise the many adult education activities under four headings: general liberal non-vocational, competence-based, labour market-orientated and the self-learner. This description with all its omissions must be considered a first exercise - an attempt to map out the present situation.

General Liberal Non-vocational Adult Education - that is adult education of a liberally enlightening character directed towards personal development, expression and emancipation.

General liberal non-vocational adult education (liberal enlightenment) is not competence-based; it does not assume any pre-determined description of level; it does not pursue any pre-established or centrally dictated curricula; and it has no established criteria for formal qualifications either for students or tutors. This type of adult education is conducted by a large number of different sponsors, working independently and often regarding each other as competitors. Until recently this type of education was considered a relative "outsider" in relation to the rest of the education system.

There is a time-honoured tradition in Denmark that the initiative in adult education of this type is taken locally, first and foremost by private organisations or by private persons. This tradition is strengthened by the assumption that many of the sponsors are in close contact with many different sections of the community (grass-roots contact) and are thus in a position to administer what is offered to the best possible effect (a concept of self-management). Recent investigations have shown, however, that serious regional differences exist - to the advantage of the cities and particularly of the capital.

With regard to UNESCO's International Standard Classification of Education (ISCED), an attempt will be made in this description to distinguish between formal and non-formal general adult education, (largely ISCED category 9).

A. Formal adult education is characterised by

- the enrolment of students in a particular course,
- the registration of their attendance in some way or other, and
- the arrangement of a programme of fixed duration.

B. With non-formal adult education there is no enrolment or registration, but there can be a pre-arranged programme, e.g. a series of meetings on the same theme or topic.

Formal adult education covers:

	a) Youth Schools	
Partly still of compulsory school-age	b) Continuation Schools (14-18 yrs.)	Supplementary and alternative to the educational core
	c) Youth Residential Colleges	
	d) Child and Youth Hobby Groups	
	e) General Leisure-time Instruction for Adults	
	f) University Extra-mural Departments	
	g) Correspondence Colleges	
	h) Adult education for seamen	
	i) Folk High Schools (residential)	
	j) Youth High Schools (residential)	
	k) Domestic Science Colleges	

Non-formal adult education covers:

l) club activities for children and youth

m) enlightenment in general, e.g. of informative character

n) public libraries and other cultural arrangements

o) mass media

Agricultural colleges are traditionally counted among general liberal education establishments, where they also belong legislatively, but in fact they provide vocational training. As the integration of media and methods gradually develops, a number of mass media activities will be included under formal adult education.

General liberal leisure-time instruction, etc.

Any person who can assemble the required number of students can arrange courses of a liberally enlightening character. The Act on Leisure-time Instruction (1968) establishes that private sponsors take precedence over public ones. Where no private sponsor exists, public sponsors, i.e. the local authorities, assume responsibility. The exceptions are the Youth Schools which can be private but which in 95 per cent of cases are the responsibility of the local authorities. They are an integral part of the local school plan. About four-fifths of general leisure-time instruction for adults is run privately and about one-fifth publicly.

Education and leisure-time activity must be offered to all citizens in all parts of the country on either private or public initiative. In principle, however, there is no difference in objectives, content and method between adult education run by public or by private sponsors. The only conditions imposed are that all subjects be treated without prejudice and that instruction be open to all. The consequence of this tradition is that there are a large number of sponsors in voluntary adult education. Only about a dozen of them can offer nationwide coverage. The largest are three politically affiliated education associations, the Workers Education Association (AOF), Popular Education Association (FOF) and the Liberal Education Association (LOF). There is also a Free Education Association (FO). In autumn 1973 the Danish Education Association (DOF) was started in an attempt to unite the local authorities and non-political sponsors. Conditions prevailing in Denmark permit public subsidies to be given to sponsors (such as the education associations) without any special stipulations as to numbers or organisational form.

With regard to administrative forms, the youth schools are subdivided as follows:

- general liberal youth school courses
- club activities
- camps

Within general liberal leisure-time instruction for adults a distinction under the terms of the Act was observed both administratively and pedagogically between the following forms:

- evening classes
- study circles
- hobby groups for adults (groups of interest)
- special instruction (compensatory and remedial)
- evening high schools
- lectures
- supplementary cultural arrangements (which can also figure in connection with youth schools and leisure-time activities for children's and youth clubs).

Revisions of the Act leading to Amendments in 1971 and 1972 have largely put an end administratively speaking to these distinctions, and most of these organisational forms are now covered by the term "general leisure-time instruction for adults".

Evening classes, study circles and hobby groups for adults are entirely dominated by recreative and manual subjects and foreign languages, while evening high-schools, lecture series (and to a certain extent study circles) concentrate on socially orientated, cultural and psycho-pedagogical subjects. It can nevertheless be observed that subjects cover a wide range and that the sphere of topics is under constant review, mainly because changes in society are rapidly reflected in the subjects discussed in voluntary adult education.

The extent of leisure-time instruction is very difficult to define with anything like satisfactory accuracy. Official statistics deal only with information on numbers of students, their classification into age-groups and the number of hours' instruction for each class. The best of these would be the number of hours of instruction, a yardstick used also to allocate subsidies. (During the course of 1974, a more thorough consumer survey will be published, analysing the statistical information of the past years.) But even with these reservations, a great quantitative expansion in leisure-time instruction can be observed since 1960.

In the case of Youth Schools, the number of students has increased from 20,000 to 120,000 and in general leisure-time instruction for adults, from 350,000 to about 500,000 students. The increase in general leisure-time instruction remained steady throughout the 1960s, but in 1971-72 there was for the first time a decline in enrolment in general leisure-time instruction. The class average was reduced from 17.4 to 13.7, enabling the number of classes to remain the same; but the hours of instruction per class were similarly reduced (from 42.9 to 35.3). The decrease in general leisure-time instruction was offset, however, by an increase in competence-based education. These shifts can be explained by the fact that for economic reasons the principle of free liberal adult education was abandoned. For the first time students were charged the equivalent of one-third of the tutor's salary. Later, the fees were reduced by half. The concept of students' contributions is by now more or less accepted, so participation is once again increasing.

Table 1 a)

STUDENTS IN LEISURE-TIME INSTRUCTION FOR ADULTS, CLASSIFIED ACCORDING TO SEX AND AGE

	Under 18	18-25	26-45	46-65	Over 65	Total
Women						
1970-71	8,370	62,093	171,802	82,047	33,401	357,713
1971-72	5,016	56,369	132,401	72,882	28,161	294,829
1972-73	6,460	59,202	152,083	91,113	38,523	347,381
Men						
1970-71	7,042	40,064	85,192	31,150	7,976	171,824
1971-72	5,306	36,527	68,201	26,039	6,777	153,311
1972-73	6,525	38,223	70,379	28,856	8,098	151,381
Total						
1970-71	15,412	102,157	256,994	113,597	41,377	529,537
1971-72	10,324	92,896	200,602	98,921	34,938	448,140
1972-73	12,985	97,425	222,462	119,269	46,621	498,762

Local authority reforms have rendered statistical material for 1969-70 incomplete in this context.

Since the Act on Leisure-time Instruction extended the area of operations by repealing certain restrictive regulations, statistical material relevant to the Act on Youth and Evening Schools cannot be compared with similar statistical material after 1969. Under the old regulations, there were evening schools, evening high schools and lecture series.

Table 1 b)

STUDENTS IN 1965-66 CLASSIFIED ACCORDING TO SEX AND AGE

	Under 18	18-25	Over 25	Total
Women	32,854	64,296	204,161	299,311
Men	15,429	28,934	80,879	125,242
Total	48,283	93,220	285,040	424,553

In 1965-66, evening schools had a total of 134,309 hours in 22,019 classes, while evening high schools in the same period had 12,697 hours in 1,531 classes. As regards lecture series, 734 were arranged in 1970-71, of which 344 were arranged by the education associations. In 1971-72, there were 685 lecture series, of which 313 were arranged by the education associations.

The distribution of subjects in general leisure-time instruction for adults in 1972-73 was as follows:

Manual and creative subjects	36 %
Languages (including Danish)	22 %
Gymnastics, Yoga	18 %
Social and cultural studies	8 %
School subjects (other than lang.)	4 %
Other subjects	16 %

Gymnastics and Yoga is the only group with a rising tendency.

The University Extra-mural Departments

These departments cover general non-vocational adult education of a special nature. It is based on legislature relating to leisure-time instruction and to the Act relating to the governing of institutions of higher education. Both have as their aim "to effect a broader knowledge of research methods and results", and the work is conducted in the form of

- university courses (which can cover several semesters) and
- lecture series.

There is an extra-mural department at each of the three universities, (Copenhagen, Arhus and Odense) and a special extra-mural department outside these three cities. They are governed by an Extra-mural Committee approved by the Minister of Education and consisting of representatives from the four departments, the Danish Adult Education Associations' Council and the Ministry of Education. A national secretariat under the guidance of a Director of Studies supervises the co-ordination of activities and the organisation of the special department. The secretariat has its premises in Odense University.

Outside the universities the courses are run in close co-operation with the other sponsors, often in co-operation with local university extra-mural committees, of which there are 70-80. Extra-mural classes tend to be looked upon as a superstructure to other adult education activities. It should be mentioned that the Copenhagen and Arhus extra-mural departments conduct fairly extensive non-vocational adult education in the language area on a par (and in competition) with other sponsors such as the education associations. After the decline in the 1960s, the university extra-mural classes are now in a period of rapid expansion.

Table 3

STUDENTS AT UNIVERSITY EXTRA-MURAL DEPARTMENTS

Year	1965-66	1969-70	1970-71	1971-72	1972-73
Number of students	13,981	12,166	8,857	10,878	18,504
Number of double periods	996	1,117	984	1,428	1,893

General Liberal Non-Vocational Adult Education in Residential Colleges

The residential college form of general non-vocational adult education is characteristic of Denmark. It has rightly been alleged that non-vocational education has its roots in the Folk High Schools (residential non-vocational colleges for adults), the first of which was founded in 1844. The following forms of residential colleges have subsequently developed:

- Folk High Schools
- Youth High Schools
- Agricultural Colleges
- Domestic Science Colleges
- Continuation Schools
- Residential Youth Colleges

With the exception of the Youth Residential Colleges, the above schools come under the legislation of the Act on Folk High Schools, Continuation Schools and Agricultural and Domestic Science Colleges, but their subsidies are based on the Act of 1970 providing state grants to certain private schools.

The Folk High Schools

Today there are 83 Folk High Schools attended each year by about 9,000 people. They are free schools which are state-supported but self-governing. The Folk High Schools have used their independence in various ways in relation to the content and forms of learning. The Folk High School concept is by no means rigid; methods of learning vary from one school to another. But they have certain features in common; they are residential, and the collective experiences of the students form the bases for discussions and debates. Another common feature is the absence of final examinations, reports or competence-based testing. Nevertheless, many institutions, training centres and professions consider a Folk High School course an advantage, so students may obtain a report on request.

Folk High Schools differ in background and approach. Forms of learning alternate between study circles, discussions, lectures, self-study, project work, excursions and so on. There are usually some compulsory subjects, but apart from these the choice of subjects or topics is left to the students. Timetables can thus vary a great deal with regard to content and scope. Much of the instruction now takes the form of study circles on particular topics, and project work has lately become very popular. Many Folk High Schools now undertake inquiries into local community problems. Inspired by pedagogical trends in the 60s, some Folk High Schools emphasize creative and active pedagogies. Most courses are of 4-6 months' duration, although short courses lasting only a week (5 days) can be recognised. One of the ways in which Folk High Schools differ from each other is their specialisation in certain areas. The most obvious examples of this are the five gymnastics and athletics Folk High Schools which also train gymnastic teachers for voluntary youth and sports club work, and the Nursing High Schools, offering preparatory courses for intending nursing students. (The latter are gradually disappearing as nursing training in general is reorganised.)

There are also schools which, within the framework of general non-vocational education, offer preparatory courses to intending candidates for the Higher Preparatory Examination (H.F.), welfare worker trainees, and so on. Other Folk High Schools lay special emphasis on languages, music, art, socio-pedagogics, etc.

An innovation of the 60s was the special Youth Folk High Schools (at present 4) for students in the 17-19 age-group, linking the Continuation Schools with the Folk High Schools. The minimum age for enrolment at a Folk High School is 17½ years at the commencement of the course, but many Folk High Schools have raised this limit.

Concurrently with the creation of the Youth Folk High Schools, a number of Pensioners Folk High Schools have appeared in recent years chiefly on the initiative of Pensioners' Associations. They are subsidised by the local authorities. There are now 4 Pensioners Folk High Schools offering courses of 1-2 weeks which are attended by about 20,000 old people yearly. The newest addition is the Family Folk High School, based on the joint participation of parents (or parent) and children. This form has been developing for several years as a short summer course and now appears in an extended form in certain schools. In some cases, specially qualified personnel are engaged to look after the children during school hours.

Domestic Science Colleges

There are 25 domestic science colleges offering courses to both male and female students from the age of 16. The colleges teach from recognised curricula but may if they wish lay special emphasis

Table 2

NUMBER OF CLASSES AND HOURS CLASSIFIED ACCORDING TO SPONSORS

Type of Activity		Education Association		Other Private Sponsors		Local Authorities		Total	
		classes	hours	classes	hours	classes	hours	classes	hours
General leisure-time instruction	1970-71	15,667	691,789	6,193	227,998	4,478	220,476	26,338	1,140,264
	1971-72	15,476	547,318	6,209	194,429	3,608	151,460	25,288	893,207
	1972-73	17,759	715,179	7,253	254,179	4,335	189,576	29,347	1,158,934
Evening High-School	1970-71	1,027	37,461	281	9,375	295	12,325	1,603	59,161
	1971-72	625	21,458	300	8,888	228	9,456	1,153	39,803
	1972-73	497	18,646	117	4,280	213	9,014	827	31,939
Special instruction C. and R.*	1970-71	550	25,244	53	1,782	79	3,921	682	30,947
	1971-72	617	24,564	104	4,060	163	8,296	884	36,921
	1972-73	793	33,856	125	4,862	360	38,137	1,278	76,855

*) C. = Compensatory: R. = Remedial

on certain aspects of the subject, such as nutrition and cookery, family and community-based studies or needlework and handicrafts. Other colleges supplement the instruction of domestic science subjects with general school subjects, preparing students to sit for the Technical Preparatory or the Extended Technical Preparatory Examination (T.F.1 and T.F.2). The tendency recently has been to extend these courses.

Continuation Schools (now numbering about 100) for the 14-18 age-group are the type of residential colleges which have achieved the greatest measure of adjustment within the developments of the education system in the 60s. Their founding concept and forms of learning, however, classify them under voluntary non-vocational adult education. With their courses extended to 8 or 10 months and with certain changes in their curricula, continuation schools now appear as an alternative to the final classes of primary schools. It is now possible to sit for 9th and 10th class examinations, Technical Preparatory and Extended Technical Preparatory examinations at this type of college.

As a variant of the continuation schools, local authorities can, under the Act on Leisure-time Instruction, establish Youth Residential Colleges, similar to the Youth Schools. With the exception of the Youth Residential Colleges, all residential school forms share the feature of being self-governing and self-owning institutions (foundations). A few privately-owned continuation schools can still be found.

Public Libraries

Under the Public Library Act of 1964, public libraries are required to promote enlightenment, learning and cultural activities. More specifically they are required "to afford the individual the means to form independent opinions, general and specialised information and the acquisition of knowledge, personal development, human and artistic experience, and also to assist and supplement the area of liberal enlightenment". All the activities mentioned in the above section are primarily (and certainly historically) designed to be of general interest, informative and personality-developing and are based on the voluntary concept. They can thus hardly be classified as "paths to adult learning", but rather as opportunities for development and self-expression.

The absence of sociologically-based research on adult education is a contributory cause of our astonishing ignorance as to who participates in general non-vocational adult education. But much points to the fact that students are mainly recruited from the middle classes

Table 4

SURVEY OF THE EXTENT OF VOLUNTARY ADULT EDUCATION IN RESIDENTIAL COLLEGES

		Number of schools	Number of students	Percentage of women	Largest age-group	Number of yearly students(a)
Folk High-Schools (c)	1961-62	64	7,499	66	18-24	2,821
	1966-67	72	8,814	66	18-20	4,075
	1971-72	80	9,021(b)	61	18-20	4,116
	1972-73	83				
Agricultural Colleges	1961-62	32	3,176	6	18-24	1,459
	1966-67	28	2,222	5	21-24	1,538
	1971-72	25	2,466	3	21-24	1,504
	1972-73					
Domestic Science Colleges	1961-62	36	2,803	-	18	1,140
	1966-67	32	2,417	-	17	1,277
	1971-72	25	1,903	99	17	943
	1972-73	25				
Continuation Schools	1961-62	108	9,963	52	15	4,560
	1966-67	104	7,604	45	15	4,807
	1971-72	101	7,077	46	15	6,338
	1972-73					
Youth Residential Colleges	1961-62	-	-	-	-	-
	1966-67	5	303	78	-	169
	1971-72	2	145	46	15	141
	1972-73					

a) Indicates total number of students in the various months of the school year multiplied by four and divided by forty. This method of calculation was introduced from 1st August 1970 for the allocation of subsidies.

b) Indicates that the figure is exclusive of students attending "short high school courses" of four weeks or less.

	Students	Yearly students
In 1961-62	-	-
1966-67	2,315	121
1971-72	13,123	440
1972-73		

c) Including four Youth High Schools.

Table 5

RESIDENTIAL COLLEGE STUDENTS CLASSIFIED ACCORDING TO PARENTS' PROFESSIONS (1971-72) (per cent)

	Folk High Schools		Agricultural Colleges	Domestic Science Colleges	Continuation Schools
	Long Courses	Short Courses			
Agriculture, etc.	18	1	72	20	22
Workers in industry, trades, business and transport	30	26	10	29	43
Self-employed in trades and industry	8	1	4	12	9
Self-employed in commerce and transport	5	1	2	6	5
Self-employed in professions	5	2	1	5	2
Administrative, office or business personnel	10	5	2	11	6
Civil servants and public works personnel	15	15	4	13	10
Other, or not stated	9	49(a)	5	4	3
Total	100	100	100	100	100

a) Usually older students.

and that the response increases proportionately with the size of the community area. The considerable quantitative expansion does not therefore indicate that people are being recruited from other socio-economic groups.

Competence-based Adult Education - that is Adult Education designed to provide opportunities parallel to the regular or primary system - or education which is competence-based in another way.

Since the end of the 50s there has been a marked development in adult training schemes. This applies both to the general competence-based courses comparable to the educational core and to the more specialised vocational adult training schemes related to the labour market. This development has had two consequences; 1) new contacts have been established between the various branches of the education system - for example, between general liberal non-vocational adult education (liberal enlightenment) and the educational core, and 2) many established educational institutions have become engaged in the training of adults - for example, secondary schools and teacher training colleges. While most general non-vocational adult education comes under category 9 of UNESCO's International Standard Classification of Education (ISCED), competence-based adult education could be classified under four other categories, namely 2, 3, 5 and 6.

ISCED-category 2, corresponding to the 3 top classes in primary schools (8th, 9th and 10th grades)

This could be the first step towards an "alternative system", and comprises the state-controlled examinations at 9th and 10th class levels, the Technical Preparatory and the Extended Technical Preparatory Examinations. This education is offered in compliance with the Act on Leisure-time Instruction by Youth Schools and Educational Organisations for adults. In the case of the latter, it is often jointly organised by several sponsors within the same local area. It is also made available by Continuation Schools, Domestic Science Colleges, Polytechnics and Commercial Colleges. The Technical Preparatory Examination was introduced with the Evening School Act of 1958, and in 1968 the Extended Technical Preparatory Examination, the 8th, 9th and 10th Class Examinations were added. Enrolment has grown rapidly - from 700 students on 32 courses in 1960-61 to 4,800 students on 116 courses (1906 classes) in 1970-71 and 6,400 students on 179 courses (2,598 classes) in 1972-73.

ISCED-category 3, corresponds to the secondary education, both theoretical and practical/vocational (11th and 12th grades)

This normally includes A-level courses, the Higher Preparatory Examination, HF supplementary (secondary) courses and various competence-based vocational courses (mainly in agriculture and forestry). These courses are usually offered by existing institutions, as in the case of Higher Preparatory and Supplementary Secondary Courses which are offered by secondary schools, teacher training colleges, advanced training colleges such as Denmark's Technical Institute (to a lesser extent) and by university extra-mural departments' special A-level courses, of which there are 14 conducted in special institutions.

Just as the Technical Preparatory Examination (TF) was the product of competence-based adult education in the 50s, HF was the product of the 60s' alternative to matriculation. About 1970, agreement on the principle of amalgamation enabled students to take HF under the auspices of the Act on Leisure-time Instruction. One consequence of this arrangement was a rise in the age-level of candidates, which, together with the state HF Course, paved the way for a genuinely alternative form of adult learning. Close affiliation to existing institutions has undoubtedly hindered a broader development along these lines; in most cases the courses are run under the Leisure-time Instruction Act through close co-operation of several sponsors - often called The Education Associations' Preparatory Course (OF). At present the process is being adjusted as these Preparatory Courses are now being established at county level on the basis of collective planning, of such factors as density of population, public transport, training centres and an action radius of not more than 20-25 km. Certain vocational institutes teach HF subjects, and basic vocational training courses have built a 20-week module to fit in with HF. Candidates for A-level courses must be over 18 years of age.

ISCED-category 5, corresponding to Practical-based Advanced Training

This covers a fairly limited area and is mainly concerned with agriculture and forestry (agricultural technology and forestry training). The four technological institutes must be mentioned in this connection. From the start they have been extremely active in adult vocational training, but there is a growing tendency now to lay the main emphasis on research, course development and special courses. Most of the courses run by these institutions offer retraining and further training for skilled workers, civil servants, master craftsmen and managers in trades and industry. Interest is centred around the introduction of new methods, technology and materials. The courses last from 40 to 120 hours.

In the domestic science sector there are vocational training schemes for the training of institution kitchen supervisers such as the Chief Cook Course, in 1974 available at five domestic science colleges. The course takes three years and alternates between apprentice work (two years in all) and college training (one year). This course appeals mostly to young students. There is also a Domestic Technology Course, offered at two domestic science colleges, which consists of a 40-week course after two years of preparatory training and attracts mainly older students.

ISCED-category 6, corresponding to a fairly elementary further education of a theoretical nature

Although rather poorly represented at the moment, this category will in time cover the university courses now run by the extra-mural departments. They are characterised by level but do not as yet lead to any qualification. However this state of affairs is gradually changing.

Competence-based adult education offers, in actual fact, alternative paths to adult learning. It exists in all parts of the country and its students can apply for government education grants.

The concept of amalgamation is gaining ground, especially in the areas run under the Act on Leisure-time Instruction. The post-secondary level is still far from satisfactory; curricula, textbooks and methods have not been adjusted to suit adult learners. Enrolment in competence-based adult education has been steadily increasing in spite of the fact that the system is still in its first phase of development. Students are younger than had been expected - and have therefore had better basic education than the average adult. Nevertheless a very important cornerstone has been laid to a new education system based on the concept of Lifelong Education. The recently revealed decline in enrolment in secondary and higher education is perhaps an expression of confidence in competence-based adult education's ability to fulfil expectations in a later life-cycle.

Adult Education in Relation to the Labour Market

The rapid developments in technology and learning coupled with structural changes in society and industry have necessitated an organisation of the education system that links vocationally-orientated basic education to labour market conditions and supplements it with refresher courses later in life. In the dynamic community, industry requires a flexible basic education system (irrespective of age) complemented and supplemented by opportunities of:

- Retraining courses to modernise, renew and extend basic education, thereby preserving its value,
- Further training courses to extend competence and increase the value of previous education, and
- Reconversion training to give new vocational competence not previously possessed by the student.

Employee Organisation Training Schemes

It would be impossible to name all these organisations and their activities. They are mainly concerned with professional topics, on-the-job problems, social problems and courses for union shop stewards. The National Organisation (LO) and the various trade unions run many of their activities in close co-operation with the Workers Education Association (AOF), often with financial support from the Danish Industrial Fund or the Workers' Protection Fund. Courses are often held at the labour movement's own three folk high schools or at trade union colleges. Trade union courses (usually of 1-2 weeks' duration) comprise subjects like trade union and shop floor studies, workers' rights, national economy, wage policies, industrial economy and co-operation. A programme of training courses is also run on the many problems connected with rising production (1-2 weeks). Subjects can include estimates, industrial economy, the psychology of co-operation, etc. Security courses usually take a week or a weekend, and are run jointly with the Labour Inspection Department. A Co-operation Council has been formed between LO and the Association of Danish Employers to arrange activities such as branch and works conferences.

The Business and Office Staff Association (HK) run a great many continuation and shop steward courses, often at their own training and conference premises. The Joint Council for Danish Civil Servants (FTF) run basic courses for union representatives. Nearly all these courses are short.

Employer Association Training Schemes

The associations referred to here are the Danish Employers' Association, the Industrial Council, Agricultural Associations (not employer associations as such) and the Trades Council. In the autumn of 1972 the Industrial Council and the Danish Employers' Association signed an agreement on training courses. The Employers' Association run three training establishments (residential). Managing directors and managers are approached and offered a varied programme of training schemes of the further training course type (mainly short residential courses) comprising, for instance, leadership problems, management and production technique, administrative rationalisation, systematisation, training scheme organisation, marketing, financing and co-operation between firms.

Agricultural activities have a broader surface of contact and are largely of informative type. They are jointly sponsored by the Countrymen's Association, the Farmers' Association, the Agricultural Council and the Co-operative Societies, and are mostly run by the Agricultural Information Office (LIK) and Agricultural Information and Conferences (LOK). These organisations also have their own training establishments. They provide technological and professional information and teaching materials for agricultural advisers and training officers and produce study materials for farmers' continuation courses in the form of study circle material on agricultural and more general, usually sociological, topics.

Labour Market Training Schemes

With the advance of technology, the former unskilled worker has today become semi-skilled. Since the 1960 Act on Vocational Training for Semi-skilled and other Workers, special training schemes have been built for semi-skilled workers, retraining schemes for skilled workers and reconversion training schemes in general under the Ministry of Labour's secretariat for labour market training schemes. Semi-skilled worker training schemes are arranged within each branch by special branch committees made up of representatives from both sides of the labour market. Most of the courses are held at colleges for semi-skilled workmen, of which there are 27 (20 self-owning, 7 state-owned), but many are held on-the-job. The courses are usually short (about 114 hours) and conform to pre-established standards. The training schemes are built on a correlated course-level system, each level constituting an independent module. The aim is to give students training that is consistent with technological progress and labour market conditions. At the present time there are about 200 courses distributed among about 25 branches. Anyone who has sought or is seeking employment in industry and who is at least 18 years old can apply. A number of semi-skilled workers' colleges are residential.

Another type of adult vocational training appears in the retraining schemes for skilled workers. These training schemes are arranged and run jointly by both sides of the labour market and the technological institutes (of which there are four under the Ministry of Commerce) and by the commercial and technical schools (under the Ministry of Education's Directorate for Vocational Training). They are built on the same model as the training schemes for semi-skilled workers and are run mainly as day courses. Over and above bringing students' basic training up to date, they have the additional aim of teaching students new skills and competences with a view to applying them in new production methods and techniques. As these training schemes are designed to supplement the competence and skill of the students they are purely technical in content. The duration of each course is usually from 1-3 weeks and in certain cases can be conducted on-the-job or at the particular trade organisation's own training establishment.

Lastly there are the reconversion training schemes, designed to help people in the adjustment process accompanying a change of trade, to assist the unemployed and those returning to the labour market. Reconversion training schemes as a rule have concrete objectives and can be sponsored either by a particular industrial concern, by labour exchanges (of which there are 27 centres) or by labour market organisations. The schemes include an orientation of about 40 hours' duration on vocational, economic and social problems. Reconversion usually takes longer than training semi-skilled or retraining skilled workers. The object is to encourage reconversion to existing jobs, preferably in local development areas (e.g. North and West Jutland, Lolland-Falster and Bornholm) so as to guarantee students both training and permanent jobs and, not least, to encourage industry to increase its activity in developing areas.

Vocational training schemes under the Act on Leisure-time Instruction include various basic and retraining courses on social welfare, secretarial work, commerce, installation and construction, and agriculture, of which the latter has by far the largest number of courses. Training schemes are arranged jointly by the organisations covering the particular labour market area and are recognised by the Directorate for Primary Schools, Adult and Youth Education, and Teacher Training Colleges.

Agricultural Colleges

Agricultural colleges are linked by tradition to the sector of voluntary adult education that has its roots in the Folk High School movement. Administratively they belong to the area of Folk High Schools, continuation schools and domestic science colleges under the Ministry of Education/Directorate for Primary Schools, Adult and Youth Education and Teacher Training Colleges. They are, however, clearly competence-based. There are at the moment about 20 agricultural colleges. It is worth noting the singular situation existing in Denmark in which almost all agricultural training comes under voluntary adult education. Hardly any agricultural subjects are taught in secondary schools, and farmers' organisations have no say in the planning of agricultural college curricula. Agricultural colleges have re-arranged their courses to meet present-day requirements; they no longer make do with 9-month courses, but start with introductory 12-week basic courses for farmers over 16 years of age and follow these up with 36-44 week courses as final courses for farm managers.

Table 7

RETRAINING SCHEMES FOR SKILLED WORKERS.
STUDENTS ENROLLED CLASSIFIED ACCORDING TO SEX
1965-66 to 1972-73

Year	Women	Men	Total
1965-66	22	1,223	1,245
1969-70	-	-	9,000
1970-71	865	9,261	10,126
1971-72	1,764	8,034	9,798
1972-73	631	9,379	10,010

Incomplete statistical data show only part of the actual activity.

Information from 1969-70 shows only the total number of students on retraining courses for skilled workers.

Further and Retraining Schemes for Personnel in Public Administration

The rapid expansion of the tertiary sector in the 1960s led to a growing recognition of the educational needs of public servants. Here are three examples:

- A considerable number of the educational needs of civil servants are met by the National Institute of Administration, founded in 1966. Training here is in the form of short courses, some residential. As a rule the courses are spread over a longer period with a few hours per week during working hours. Local authority personnel are also eligible for these courses.
- The (residential) College of Municipal Administration in Grenå was established in 1967 by several bodies, including the National Municipal Association and the Country Councils' Association of Denmark. This college is concerned both with general adult education in the form of liberal non-vocational instruction for those elected or appointed in county and local administration, and with retraining of municipal civil servants. The short courses here are residential, although non-residential courses are being organised by the college in different parts of the country.
- A special institution of adult further education and retraining must be mentioned here: the Royal Danish Institute of Educational Studies. It was recognised in 1963 as an institute of higher education for the purpose of affording further training and retraining for primary school teachers who have been actively engaged in teaching for a number of years. The Institute also assumes the task of developing and applying scientific research especially relevant to conditions in primary schools. Most of the training is in the form of one-year courses. In the 1960s, six departments of the Institute were established in various parts of the country.

In-service Training Schemes

The old-fashioned "apprenticeship", in which the apprentice learnt most of the practical and theoretical aspects of his trade "on-the-job", is gradually dying out. At the same time, industrial concerns have acknowledged the permanent need for on-the-job training for all categories of staff. Recent years have shown a development from specific job-based training to in-service training schemes of greater scope. In-service training is defined by Dylander and Olesen as "activities designed to change or renew the skills, knowledge or approach of staff not employed under specific terms of training or study, and whose direct expenses or loss of wages are borne wholly or partly by the employer".

It is extremely difficult at the moment to get a complete survey of the content, method and extent of these in-service training schemes but they should nevertheless be included in any long-term survey of adult education not only because this sector is developing rapidly but because the increase of these activities will lead to greater areas of contact and co-operation between industry's in-service training and other forms of adult education. The expenditure on in-service training is assessed at about 400 million kr. per year, of which only about 70 million come from public funds. In-service training is thus the biggest item in the adult education budget.

The only fairly reliable statistics available are those on labour market training schemes and the further training and retraining schemes for personnel in public administration. Labour market training schemes are designed for the largest section of the community with the minimum basic education and low status. The same can be said to a certain extent of the employee organisation training schemes.

Employer Association training schemes are designed for - and also have successfully appealed to - the management sectors in industry.

The Self-learner - that is the adult who, in recognition of his own needs and possibly on his own initiative, chooses his own study and learning programme.

Correspondence Courses

The most manageable adult self-learner is the correspondence learner. In Denmark learning by correspondence is not very highly thought of and there is no arrangement whereby private students can become eligible to sit for official examinations or tests. Correspondence-learning has recently developed various learning aids (including tapes, gramophone records and film strips), and some educational institutes (such as the Institute of Educational Studies, the College of Butchers in Roskilde and the Technical School in Slagelse) have adopted this type of learning. By far the largest number of correspondence courses are, however, offered by private correspondence colleges, which are run commercially, but under the terms of the Act on Leisure-time Instruction may accept a degree of voluntary "state control". Only very small numbers have anything to do with leisure-time instruction. In the 50s and 60s, several correspondence colleges worked closely with the civilian education department of the Ministry of Defence, supplying some of the training schemes open to national servicemen. The abolition of the civilian

Table 6

TRAINING COURSES FOR SEMI-SKILLED WORKERS. ENROLLED STUDENTS CLASSIFIED ACCORDING TO AGE AND SEX 1970-71 to 1972-73

		Under 18 years	18-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-	Total %	In absolute figures
1970-71	Men	0.8	11.6	27.4	19.8	11.7	8.2	7.4	6.2	3.8	2.3	0.8	100.0	23,719
	Women	10.2	23.0	26.3	11.4	6.8	6.1	6.2	4.9	3.1	1.3	0.6	100.0	5,118
	Total	2.5	13.6	27.2	18.3	10.3	7.8	7.2	5.9	3.7	2.7	0.8	100.0	28,837
1971-72	Men	0.9	13.1	26.2	18.8	11.4	8.4	7.2	6.4	4.3	2.4	0.9	100.0	30,095
	Women	10.0	25.9	26.1	10.7	6.2	6.8	5.3	4.5	3.1	1.2	0.2	100.0	5,160
	Total	2.2	15.0	26.2	17.6	10.7	8.2	6.9	6.1	4.1	2.2	0.8	100.0	35,255
1972-73	Men	0.9	13.9	27.7	18.7	11.1	8.0	6.9	5.7	4.0	2.0	1.0	100.0	29,536
	Women	10.7	27.9	26.5	10.4	6.0	5.1	5.1	3.6	3.6	0.9	0.2	100.0	5,391
	Total	2.4	16.1	27.5	17.5	10.3	7.5	6.6	5.4	4.0	1.9	0.9	100.0	34,927

Table 8

RECONVERSION TRAINING SCHEMES. ENROLLED STUDENTS CLASSIFIED ACCORDING TO AGE AND SEX, 1969-70 to 1972-73

Year		Under 18 years	18-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-	Total %	In absolute figures
	Men	-	-	-	-	-	-	-	-	-	-	-	-	55
1969-70	Women	-	-	-	-	-	-	-	-	-	-	-	-	140
	Total		5.6		48.2		27.2		12.8		5.6	0.5	100.0	195
	Men	-	7.8	17.4	19.9	12.8	11.0	12.8	7.6	6.4	3.5	1.7	100.0	172
1970-71	Women	1.9	18.3	21.5	13.2	10.6	11.6	10.3	8.0	3.5	1.0	-	100.0	311
	Total	1.2	14.3	20.1	15.5	11.4	11.4	11.2	7.9	4.6	1.9	0.6	100.0	483
	Men	1.0	9.0	20.0	11.4	11.9	9.0	9.5	14.8	9.5	2.4	1.4	100.0	210
1971-72	Women	2.0	15.9	21.5	14.3	10.0	12.0	11.2	6.4	5.6	0.6	0.4	100.0	251
	Total	1.5	12.8	20.8	13.0	10.8	10.6	10.4	10.2	7.4	1.5	0.9	100.0	461
	Men	0.5	1.5	18.7	15.2	12.6	13.1	12.1	12.1	9.6	5.1	1.5	100.0	198
1972-73	Women	4.3	14.0	23.4	14.2	7.5	7.7	12.2	11.0	4.1	1.4	0.2	100.0	492
	Total	3.2	10.4	21.4	14.5	9.0	9.3	12.3	11.3	5.7	2.5	0.6	100.0	690

Table 9

GEOGRAPHICAL DISTRIBUTION OF ENROLLED STUDENTS IN TRAINING SCHEMES (in %) IN 1970-71, 71-72 AND 72-73

	Semi-skilled worker training schemes			Retraining of skilled workers			Reconversion training schemes		
	1970-71	1971-72	1972-73	1970-71	1971-72	1972-73	1970-71	1971-72	1972-73
Copenhagen + Frederiksborg	10.6	8.4	8.3	14.1	6.8	7.1	0.0	0.0	0.1
Copenhagen	4.8	3.9	4.7	14.9	10.1	20.3	0.0	0.0	0.3
Frederiksborg	2.2	2.3	2.6	4.7	5.3	4.8	1.9	0.0	0.1
Roskilde	1.2	1.5	1.5	3.2	3.4	2.8	0.0	0.0	0.3
Vest jaelland	4.3	4.1	4.3	4.0	5.7	4.2	0.0	0.3	0.3
Storstrøm	4.5	5.9	5.6	4.1	5.8	4.1	35.4	65.8	0.1
Bornholm	1.3	1.1	1.2	0.9	1.6	1.6	0.0	2.2	4.1
Fyn	10.6	11.7	12.5	7.7	10.6	11.9	0.0	0.0	4.7
Sønderjylland	4.7	4.2	4.4	2.9	4.2	5.9	15.1	10.1	11.5
Ribe	4.6	4.3	5.0	3.2	4.0	3.0	12.6	0.9	1.5
Vejle	6.6	7.0	6.7	4.4	6.5	5.9	1.0	0.3	2.9
Rinkøping	8.8	8.6	7.7	6.0	5.7	4.7	9.7	5.1	2.8
Aarhus	9.6	12.3	11.6	7.9	10.9	9.0	1.4	3.2	1.8
Viborg	8.0	7.8	7.3	5.1	5.0	2.9	12.4	2.8	47.0
Nordjylland	14.9	14.5	14.8	15.7	12.7	11.2	9.3	9.2	22.5
Faroe Islands	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0
Greenland	0.7	0.4	0.4	0.0	0.1	0.1	0.0	0.0	0.0
Others	3.3	2.0	1.4	0.1	1.9	0.3	1.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Absolute total	20.637	33.255	34.927	10.126	9.798	10.010	483	461	690

education department from 1st April 1972 terminated this but retained certain other training schemes for military personnel.

In recent years Radio Denmark's Adult Education Department and correspondence colleges have worked jointly on a number of projects, and certain professional organisations have availed themselves of correspondence-learning for their retraining schemes as part of an integrated study programme.

Learning by radio/TV

Radio Denmark bases its work on the following three criteria:

- education is the systematised and interrelated learning of knowledge or skills;
- a programme can contain elements of such learning which can take place in groups under the guidance of a tutor or similar figure;
- a programme can supplement existing learning as an audio-visual aid to tutors and students.

Adult education on television comprises annually about 100 broadcasts of 25 minutes - and on radio about 300 broadcasts of 20 minutes, which are sometimes repeated. These usually take the form of programmes which can usefully be seen and heard by the individual self-learner without materials or books. The introduction of adult education programmes on television was a characteristic development of the 1960s. Radio followed suit by adding subjects other than foreign languages and study circle discussions. The average number of viewers is estimated at between one and two hundred thousand, and the number of listeners about fifty thousand.

III. EXTENT

The very nature of adult education and its organisational structure makes it very hard to describe satisfactorily in terms of statistical data (which are frequently extremely inaccurate). Law amendments and similar changes make comparisons of figures, even over the last 10 years, difficult. The community's growing interest and active participation in adult education, however, will hopefully pave the way for improvements in the near future.

As far as possible, statistics have been included in the text wherever relevant. Here, in round figures, are the registered numbers of students in 1972-73 in the principal activities listed in the foregoing sections.

Leisure-time Instruction:

Youth Schools (Ch. I)	120,000
Leisure-time instruction for adults (Ch. III)	500,000
University extra-mural departments (Ch. VI)	18,000

Folk High Schools, Agricultural Colleges, Continuation Schools and Domestic Science Colleges:

Folk High Schools	9,000
Agricultural Colleges	2,500
Continuation Schools	7,000
Domestic Science Colleges	2,000

Training Schemes for Semi-skilled Workers, etc. and Reconversion:

Semi-skilled workers	35,000
Retraining of skilled workers	10,000
Reconversion training	690

Competence-based adult education had about 25,000 students. It would be impossible to estimate even approximately the numbers of students in the types of education described on pages 130-39.

As background information in relation to the growing education gap which is a contributory factor in the community's increasing interest in adult education, it may perhaps be relevant to reproduce the following two tables from the Institute of Social Research:

Table 10

THE DANISH POPULATION BETWEEN THE AGES OF 20-64 IN 1972
CLASSIFIED ACCORDING TO YEARS OF SCHOOLING

Age-group	Number of years of schooling			
	Less than 9 years	9-12 years	12 years or more	All
	%	%	%	%
20-24	42	43	15	100
25-29	56	34	10	100
30-34	70	23	7	100
35-39	78	19	3	100
40-44	78	18	4	100
45-49	79	19	2	100
50-54	86	12	2	100
55-59	89	8	3	100
60-64	88	10	2	100

Table 11

THE DANISH POPULATION BETWEEN THE AGES OF 20-59 IN 1972 CLASSIFIED ACCORDING TO LEVEL OF TRAINING

Age-group	University or other Institute of Higher Education training	Other theoretic training	Pro-fessional training	No training	All
	%	%	%	%	%
20-24	8	14	47	30	101
25-29	4	14	50	32	100
30-34	3	12	47	37	99
35-39	4	12	41	43	100
40-44	2	9	39	51	101
45-49	2	5	37	57	101
50-54	3	8	37	53	101
55-59	1	5	29	65	100

IV. CO-ORDINATION AND CO-OPERATION

The Government's efforts to introduce more effective co-ordination are in the melting pot. As already mentioned, a Central Board for Education was set up in the summer of 1973 to establish four so-called sector boards, one of which would concentrate on youth and adult education outside the educational core. The boards come under the Ministry of Education but they also co-operate with the training schemes of other ministries.

At the present time, the largest adult education area quantitatively speaking (covering leisure-time instruction and the free residential colleges) is under the Directorate for Primary Schools, Adult and Youth Education and Teacher Training Colleges (2nd office) of the Ministry of Education. This Directorate is assisted by three councils:

> The Council for Youth Schools, the Council for Adult Education and the Agricultural Council.

Sponsors are members of these councils.

Labour market training schemes come mainly under the Ministry of Labour/Secretariat for Labour Market Training Schemes. The Secretariat is aided by the Committee for Retraining of Skilled Workers and Others, by the Reconversion Training Committee and by 27 Branch Committees.

Under the Budget Ministry there is the Training Council for Denmark's Administrative Institute and under the Ministry of Agriculture, the Forestry College Council.

At regional and local level, the only administrative area is that related to the Act on Leisure-time Instruction. Each county has its education and cultural committee which appoints an inspector, or consultant, for leisure-time instruction. Most local authorities have a cultural committee, assisted by a leisure-time commission, which in turn is assisted by an adult education and youth school committee. The regional and municipal bodies have clearly defined co-ordinating functions.

As far as sponsors are concerned, co-ordination and co-operation are more sporadic. On a national basis there are some umbrella organisations and professional leagues, but on the whole their position must be described as ineffective and their sphere of influence very limited. Regionally no organised co-operation exists between sponsors of various persuasions. But informally, and within limited areas such as competence-based adult education, co-operation and co-ordination do occur. With regard to adult vocational training schemes, co-operation can occur with the Borough County Labour Market Council.

V. FINANCING

Principles governing the distribution of expenditure

A distinction has been made between the educational core which as a rule is maintained by the state, most of the cost being borne jointly by government and local authorities, and adult education, of which certain sections constitute a future alternative education system. As we have seen, adult education is characterised by its many different sponsors and consequently by its many different forms of finance.

The influence of the state on educational forms also varies a great deal. The free residential colleges (Folk High Schools, Continuation Schools, Agricultural and Domestic Science Colleges) and the Vocational Training Institutions are largely self-owning and state-subsidised, whilst competence-based education and leisure-time instruction are mainly financed by private and municipal schools with subsidies from government and local authorities. Correspondence colleges are wholly private and profit-making, with only modest grants from the state. Education on radio and television is in the hands of the state monopoly, Radio Denmark, and is still financed through licence fees.

Expenditure is either regular (as in the case of leisure-time instruction for adults) or periodic (as with grants for the training of leaders and tutors for leisure-time instruction). There are no uniform or rigid principles governing the distribution of expenditure in adult education. Broadly speaking, one could say that the more labour market-orientated and competence-based the adult education is, the greater the percentage of expenditure borne by public funds. The costs of the physical facilities (construction expenses) are, however, usually borne by public funds.

By and large, the educational sector is today the second largest item on the national budget. The total expenditure in 1972-73 was just over 7 billion kroner, of which primary schools received 4 billion kroner, secondary schools 1.5 billion kroner, higher education about 1.5 billion kroner and adult education only 400 million kroner. The present subsidy regulations for pupils/students tend to benefit first and foremost the educational core.

Financing of general liberal non-vocational adult education

For Youth Schools, the Leisure-time Instruction Act requires local authorities to assume the responsibility of providing the 14-18-year-olds with the opportunity of attending youth school classes. In connection with these classes there can be, at the discretion of the local authorities, camps, clubs and other leisure-time activities. Government subsidies for youth school activities are calculated on the basis of 50 per cent of the tutors' salaries, and 60 per cent of the salaries of primary and secondary school teachers who teach a number of their curricula lessons in youth schools. State expenditure for youth schools and youth residential colleges in 1967-68 was about 11 million kroner and in 1972-73 about 27 million kroner.

For general liberal non-vocational leisure-time instruction for adults (Chapter III of the Act), local authorities are usually required to provide grants as and when the terms of the Act are fulfilled. In addition to financial aid, local authorities are required to provide free premises suitably equipped and with lighting, heating and cleaning. Government and local authorities subsidise up to 5/12ths of the tutors' salaries, while students themselves pay the remainder. In the case of compensatory and remedial classes, participation is free, with government and local authorities contributing 50 per cent each. All students cover the cost of their own teaching materials. In 1967-68, state expenditure for evening schools (under the terms of the Act of 1960) was approximately 21 million kroner, while in 1972-73 it was about 40 million kroner for general leisure-time instruction.

Supplementary Cultural Arrangements can be arranged in connection with educational activities (Chapter IV of the Act), to which a government subsidy of 1/3rd of the cost is borne by the local authority. Government subsidies for this purpose are in the region of 170,000 kroner. Subsidies for university extra-mural departments are provided by the government alone. In 1972-73 these were in the region of 800,000 kroner. Before the leisure-time Instruction Act (1968) the extra-mural departments received a special annual appropriation.

The Leisure-time Instruction Act has paved the way for organisations within the operational area of the Act to appoint consultants with 70 per cent state subsidy. Unlike the previously-mentioned regular expenses, this is a permanent item on the national budget of just over 3 million kroner (1972-73). Another specified annual budget item is the state subsidy to the training of leaders and tutors in leisure-time instruction. In 1967-68 this item was about 900,000 kroner and in 1972-73 about 4.2 million kroner. The Leisure-time Instruction Act has also provided for the reimbursement for loss of salary incurred by students while on the courses. This item was about 600,000 kroner in 1972-73. Lastly, various other state subsidies can be mentioned (for experimental teaching, establishment of premises, youth clubs, etc.) amounting in 1972-73 to about 2 million kroner.

For residential colleges the state provides subsidies of 85 per cent of the college fees, while the remainder, including food and board, is paid by the students. Students can apply to their local authority and to the government for grants to cover part of their expenses. The government also provides grants for construction expenditure of up to 80 per cent of the whole. The remainder must be met by the college. State expenditure in respect of the Free Residential Colleges (Act on state support to certain private schools) was in 1967-68 approximately 28 million kroner for Folk High Schools, 20 million kroner for Continuation Schools, and about 4 million kroner for Domestic Science Colleges. The corresponding figures for 1972-73 were 67 million, 77 million, and 8 million respectively.

As previously mentioned, students attending Free Residential Colleges can, under the terms of the regulations governing these colleges, apply for government grants to cover part of their expenses (at present about 175 kroner per week). The size of the grant is calculated on a system of points based on the students', or, for those under the age of 21, the parents', economic situation and number of dependants. The maximum grant is 70 per cent of the student's fees; in the case of students of compulsory school age 80 per cent (domestic science colleges and continuation schools). This costs the state budget about 40 million kroner. Students' local authorities can supplement the grants.

Expenditure under the Act on Public Libraries in 1967-68 was about 65 million kroner and in 1972-73 about 135 million kroner, including school libraries (Ch. IV of the present law) but not including authors' subsidies. The state covers 1/3rd of the public library expenses, the remaining 2/3rds being covered by local authorities. It is estimated that about 20 per cent of the money goes to school libraries, which are theoretically open to adult education students using the schools. In actual fact, adult education makes extensive use of public libraries, some of which employ special contact librarians. Libraries are under the Ministry for Cultural Affairs, as are museums.

It should perhaps be mentioned that the Ministry of Agriculture extends generous grants to enlightenment enterprises in the agriculture and forestry sectors. These include grants for the appointment of branch association consultants (1967-68 - 30 million kroner and in 1972-73 - 70 million kroner). Many of the Ministry of Agriculture's activities are of a practical, external and informative character (such as inspection, supervision and experimental activities, and museums).

The State Housekeeping Council and Information Service for housewives, under the Ministry of Commerce - about 3 million kroner in 1967-68 and in 1972-73 about 6.5 million kroner.

All in all, national budget expenditure on general liberal non-vocational adult education (including public libraries) is estimated at about 400 million kroner, while local authority expenditure is estimated at about 325 million kroner in cash (of which by far the biggest part, approximately 250 million, goes to libraries). Local authorities must calculate with the added expense of providing free premises. Students' and sponsors' own contributions referred to in Part II are estimated at about 50 million kroner. The total expenditure on actual liberal adult education is at a reserved estimate about 400 million kroner.

Financing of Competence-based Adult Education

For competence-based education, the principle that education shall be free to students is maintained. Registration fees are, however, required, and these vary from one course to another. The cost of competence-based education run in accordance with the Act on Leisure-time Instruction is shared equally by state and local authority. Moreover, expenditure on competence-based adult education figures as part of the calculated running costs of established institutions/organisations and is therefore difficult to distinguish. Some of the expenses are therefore of necessity included in the preceding paragraphs.

For the Higher Preparatory Examination in single subjects under the Act on Leisure-time Instruction the expenditure for 1972-73 can be distinguished since experimental studies were involved and these have been minutely observed. The cost was just over 6 million kroner, shared about equally by state and local authorities.

Budget expenditure for the rest of the secondary level was in 1967-68 about 17 million kroner, of which 1 million came from the Ministry of Agriculture. In 1972-73 state expenditure on theoretical secondary education (except that covered by the Act on Leisure-time Instruction) was about 45 million kroner. Besides which there were 1.5 million kroner from the Ministry of Agriculture.

Expenditure on the four technological institutes, under the Ministry of Commerce, is about 50 million kroner, although only certain of the institutes' activities fall within the area of adult education, and these are most frequently run in close co-operation with actual training institutions.

All in all, it can be estimated that the national expenditure on competence-based adult education is in the region of 50 million kroner. But it must be emphasized that this amount will increase with the transfer of expenses mentioned in the preceding paragraphs, and with the expenses covered by local authorities first and foremost in the form of premises placed at the disposal of adult education. While students usually pay for their own teaching materials, they may often (especially if they are full-time students) be eligible for state educational subsidies. For students over 20 years of age, a maximum grant of 9,000 kroner annually is available, depending on geographical location, economic situation and number of dependents. Independent of parental economy, students can obtain a grant of 2,900 kroner, supplemented by a loan of 5,900 kroner. For students under 20 years of age, these amounts are somewhat lower. The cost to the student, however, depends on the local authorities but is usually in the region of 500 kroner yearly.

Financing of Adult Education in Relation to the Labour Market

Information about this large and rapidly expanding field is insufficient and totally unreliable. Neither the organisations nor the industrial concerns are particularly helpful on the question of statistical and economic data, and the sparse information available does not form a convincing picture of the whole. The activities are conducted with partial subsidies from several different ministries, first and foremost the Ministries of Education, Agriculture, Commerce and Labour.

With regard to labour market training schemes financed by public funds, it is established that the courses are free to students whether they are run by the Ministry of Labour or the Ministry of Education. For vocational training schemes, the Leisure-time Instruction Act requires the sharing of costs by state and local authority with 50 per cent each.

Reimbursement for loss of salary can be claimed by those taking part in adult vocational training schemes under the Ministry of Labour corresponding to unemployment benefit not exceeding 90 per cent of a full week's wages for a normal working week. Reimbursement is paid for six days a week. If a student on a day course has, during the four weeks prior to the course, had a higher average income per day, his reimbursement is correspondingly higher, though not exceeding 125 per cent of the corresponding unemployment benefit.

Unemployment benefit for most of the unions is fixed for 1973-74 at 116 kroner per day.

State expenditure on reimbursement for loss of income or employment in 1965-66 was 8.5 million kroner, in 1969-70 it was 30 million kroner, and in 1972-73, 60 million kroner. In addition grants can be allotted for students' travelling expenses. In 1965-66 these amounted to approximately 343,000 kroner, in 1969-70 to 976,000 kroner and in 1972-73 to about 1.9 million kroner.

The state subsidizes about 85 per cent of the expenditure of the 20 self-owning semi-skilled workers' colleges while the labour market organisations cover 10 per cent and the local authorities the remaining 5 per cent. Expenses incurred by the 7 state schools are covered entirely by the state.

For retraining schemes for skilled workers, conducted in many cases at existing commercial and technical schools, there are subsidies of 85 per cent available from the state, the remainder being paid by labour market organisations. The state covers all expenses incurred in reconversion training schemes. Total state subsidies to the expenditure of these educational institutions under the Ministry of Labour in 1965-66 were 26 million kroner, in 1969-70 approximately 35 million kroner and in 1972-73 nearly 62 million kroner. Further, in 1972-73 the Ministry of Labour granted 1.2 million kroner to Kofoed's Training School. Agricultural Colleges in 1972-73 received 2½ million kroner in state subsidies.

Expenditure on the National Administrative Institute (under the Budget Ministry) was nearly 10 million kroner in 1972-73, while subsidies to the Royal Danish Institute for Educational Studies were in 1967-68 approximately 15 million kroner and in 1972-73 approximately 40 million kroner, in addition to which there were about 1.5 million kroner in students' grants and travelling allowances. Students' local authorities covered the additional expenses of supply teachers.

The in-service training already mentioned is subsidized only to a moderate extent by public funds - about 70 million kroner out of an estimated total expenditure of about 400 million kroner.

Total estimated public expenditure on adult education in relation to the labour market is somewhere in the region of 275 million kroner (of which only a modest part comes from local authorities), while private expenditure (organisations, industry, etc.) is about 350-400 million kroner. But these figures are very approximate and must be accepted with reservations.

Financing of Self-study

As already stated, correspondence colleges in Denmark are private profit-making concerns. State grants can be sought in compliance with special deficit regulations. The total amount under the terms of the

Leisure-time Instruction Act has increased from 50,000 kroner in 1967-68 to about 85,000 kroner in 1972-73. There is also an unspecified amount from the Ministry of Defence Civilian Education.

Radio/television studies are run by Radio Denmark under the Ministry for Cultural Affairs. The total cost (from licence fees) of the Education Department was in 1972-73 15 million kroner, of which 6 million went to the adult education sector. Modest grants from the Ministry of Education are allocated for the conduct of integrated education projects. There are plans for the takeover of economy by the Ministry of Education.

Diverse Expenses

It is very difficult to demarcate and limit the field of adult education. However, without any pretensions to completeness and at the risk of including more peripheral activities, some national budget items under various ministries can be summarised in the following way:

- The biggest item, about 40 million kroner, comes under the Ministry of Defence and covers both Civil Education (30 million) and the Information and Welfare Services (10 million).
- The second largest item is found under the Ministry of Justice and covers occupation and training of prisoners (30 million) and the Council for Greater Traffic Safety (3 million).
- Lastly, there is the State Vocational-Pedagogical Teacher Training (approximately 10 million).

All in all, some 80-90 million kroner, which could probably be supplemented by various amounts from other Ministries. These activities are very varied (educational, informative, etc. and are mainly financed by the state.

Special arrangements

The social laws on financial assistance for education cover help to vocationally under-privileged persons (rehabilitation laws), help to the single parent, to unmarried mothers, and to widows in special circumstances (welfare, mothers' help and widows' pension laws). Under the rehabilitation law, all persons who are vocationally under-privileged either on physical, psychological or social grounds can be assisted to aptitude tests, rehabilitation, education or skilled training. The assistance covers food, rent, study fees, transport, etc. In 1971-72 over 10,000 grants were awarded and the total expenditure on educational projects was 111 million kroner. About 50 per cent of the grants came within the area of adult education covered by this report.

The Social Welfare legislation assists single parents with one or more children under 18 years of age living with them to undergo retraining or reconversion training that can be reasonably expected to maintain both him/herself and the child/children. Three thousand persons received this kind of subsidized training in 1971-72 to an amount of about 17.5 million kroner. The type of training is not revealed but it can be assumed that, in the main, it came under adult education.

The Mothers' Help Act provides for assistance to unmarried mothers with children under two years old. In 1971-72, 1,371 persons received grants for training under this Act to a total amount of 11 million kroner. The Widows' Pensions Act provides assistance to widows without children; 1,100 persons received help under this Act in 1971-72 to a total amount of 7 million kroner.

It should be mentioned that both public and private concerns to a very large extent pay their employees full salary during training run concurrently with, or in the form of, practical work. It would be impossible to calculate the number of persons who enjoy the benefits of this system, or the cost of it.

An Attempted Summary

It will be apparent from the foregoing that many ministries have considerable expenditure in connection with activities that must be considered as adult education. Roughly, national budget expenditure on actual educational activities is around 375-400 million kroner. In addition to this there is the expenditure on various supplementary measures (consultants, training of teachers, etc.) amounting to about 80-85 million kroner (mostly under the Ministry of Agriculture) and on various subsidies for students - an item of about 100 million kroner (mainly under the Ministry of Labour). To this must be added some of the supplementary expenses in connection with social welfare legislation - an amount of some 75 million kroner.

With all possible reserve, the budget expenditure in connection with various adult education enterprises in 1972-73 is estimated at about 650 million kroner. The contribution of local authorities is, by comparison, very modest, amounting to 100-125 million kroner. The joint contributions from sponsors, firms and students can perhaps be estimated at approximately 400 million kroner. Adult education in Denmark in 1972-73 has thus cost over 1 billion kroner.

IV

GERMANY

by
Hedwig RUDOLPH

I. INTRODUCTION

When socio-economic development creates or accentuates problems there tends to be a deficit of statistical information on the status quo and an even greater lack of information about the politically desirable state of affairs. A twofold effort is necessary: firstly to construct reasonable social indicators and secondly to collect the relevant statistical data.

The data presented in this paper were collected partly from official statistics or surveys and partly from internal statistics of the organisations concerned. The documentation would have covered very little ground, however, if the author had not undertaken a private survey in co-operation with G. Dybowski and U. Boehm.(1) There are still important gaps in the information and - as usual - the study poses more new questions than it answers.

The paper begins with a discussion of the interdependence of educational aims and information needed, followed by a brief sketch of the organisations in the post-formal education sector. The presentation of data on participation rates and the social characteristics of participants differentiates between vocational and non-vocational education. Although there are serious informational gaps, the final chapter on costs and financing indicates the importance of the financial arrangements as steering mechanisms.

II. DATA ON POST-FORMAL EDUCATION AND THEIR RELATION TO EDUCATIONAL POLICY

The arguments of the numerous critics in the Federal Republic of Germany who pointed to various defects of traditional education policies were weakened by the rather poor statistical data on which they were based. At the same time, the lack of relevant statistics proved to be a serious handicap for the formulation of a rational educational strategy.

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1) See U. Boehm, G. Dybowski, H. Rudolph: *Untersuchungen zur Struktur und Finanzierung des Weiterbildungsbereichs* (forthcoming).

Where post-formal education was concerned it took some time to activate public interest and, consequently, information on the structure and development of this educational sector was almost completely lacking. It was for one sub-sector only, namely apprenticeship, that basic data on participation were published annually. However, the chambers of industry and commerce, which are relatively autonomous institutions responsible for the regulation and supervision of apprenticeship, reduced their statistical publication programme as soon as their statistics were used to back public criticism of the system in the early sixties. Since 1973, the Federal Ministry of Education, in co-operation with the chambers of industry and commerce, has been publishing more differentiated annual data on apprenticeships.

For the rest, organisations in the post-formal educational sector were not obliged to collect and publish data on their activities. This situation was indicative of the lack of public responsibility for this sector. It is not surprising that statistics on post-formal educational programmes are scarce and hardly comparable as they are structured according to the internal needs of the different organisations. "Critical" data, such as the contents of the programmes, the social structure of the participants, and the volume as well as the sources of finance were neither published nor even comprehensively collected. In 1970, more comprehensive data on post-formal education were collected in Baden-Württemberg,(1) while a similar survey in Bavaria is more selective.(2)

During the last few years, the state of statistics concerning post-formal education has slightly improved:

- As a consequence of the increasing recognition of public responsibility for all educational activities, plans are being discussed for the "financial persuasion" of organisations involved; public financial support should be given only if the receiving organisations are prepared to communicate adequate data on their activities.
- Moreover, in 1970 the Federal Parliament appointed a commission (the so-called Edding Commission) to collect data on participation, costs and financing of all kinds of vocational training, retraining, and upgrading outside the formal school-system and to make proposals for alternative arrangements.(3)

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1) See J. Schwerdtfeger, H.-J. Andräs: Bestandsaufnahme zur Erwachsenenbildung. Villingen 1970. Schriftenreihe des Kultusministeriums Baden-Württemberg, Reihe A Nr. 22.

2) See Staatsinstitut für Bildungsforschung und -planung (Ed.): Stand der Erwachsenenbildung in Bayern. München 1971.

3) See Sachverständigenkommission "Kosten und Finanzierung der beruflichen Bildung": Zwischenbericht. Bonn 1973.

However, the chances of building an information system on post-formal education which corresponds to the needs of educational policy are not very high. A proposal for such a system which was prepared by a study group of the German Council of Education in 1972 was not even passed as an official recommendation by the Council.(1)

III. DEFINING THE BOUNDARIES OF POST-FORMAL EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY

There is no "objective" way of defining the post-formal educational system because the decision as to what activities are included or excluded depends on the question(s) to be answered. A few of the numerous possible objectives of data collection in this field will be discussed briefly below:

- A very pragmatic approach would be to collect data on all educational activities outside the school sector so as to have information complementary to the existing school statistics. This would comprise all organised learning except in full-time schooling, irrespective of the contents, the methods, specific characteristics of the participants, or the organising, i.e. financing institutions.
- If, however, "post-formal education" is used as a synonym for adult education the adequate selection criterion would exclude, as a rule, all educational programmes in which young people participate as well as adults.
- "Post-formal education" could be taken as synonymous with post-compulsory education. Relevant questions in this context would be the comparison of participation rates of different social groups in the sectors of compulsory schools and in voluntary learning schemes.
- "Post-formal education" could mean all educational activities not directly organised by the state.

It could be asked whether and to what extent public responsibility guarantees generally agreed educational principles in this sector. According to this interpretation all privately organised learning has to be included and to be examined as to steering mechanisms and performance.

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1) The proposed system is characterised by the principles of openness and theory-orientation. The adequate degree of comprehensiveness on the one hand and of selectivity on the other is described as a function of political aims. See German Council of Education: Doc. 1137/72 (mimeographed) p. 10.

When deciding upon the definition to be adopted in this study the existence of a quasi-official definition cannot be ignored. According to the International Standard Classification of Education (ISCED) adult education comprises "organised programmes of education provided for the benefit of and adapted to the needs of persons not enrolled in regular school, college or university and generally older than fifteen".(1) This definition is similar to the first interpretation of post-formal education referred to above. But what is the aim? The definition does not cover the whole range of educational programmes in which adults participate. When comprehensive information is not available an accurate evaluation of the state of affairs is unlikely. Moreover, the boundaries set include a wide spectrum of possible participants. The clause that the programmes offered are to be adapted to the needs of the participants is extremely vague. The "needs" of persons older than fifteen differ considerably according to their basic education, level of vocational training, social status, and age.

As OECD favours this definition and because it is the basis for some estimates of the volume and costs of post-formal education in other countries (2) it will be adopted - as far as possible - in this study. The paper includes the educational activities of:

- private enterprises, the civil service and the armed forces (as employers);
- private educational institutions, correspondence courses, adult education colleges, and universities (as purely educational institutions);
- trade unions, employers' federations, and churches (as social groups partly engaged in education, too).

The educational programmes included in the definition range from secondary education (both general and vocational) to university level. Table 1 shows that the organisations normally offer programmes of different orientation and level. As will be argued later in more detail the actual state of statistics means that not all the quantitative data on participants is available. The situation is even worse concerning the financial inputs. The figures available - if at all - are global ones for the total programme of the respective organisations.

The programmes aggregated in the columns are by no means homogeneous. They are not only more or less ambitious in their learning targets but also differ in the orientation of their aims, thereby reflecting the respective socio-economic background of the organising institution.

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1) ISCED III Rev. p. 5.

2) See M. Woodhall: Adult education and training in the U.K.: An estimate of the volume and costs of all forms p.

Table 1

POST-FORMAL EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY

Institution	Level		
	Secondary Level		University Level
	General/political	Technical/vocational	
Public and private schools	Abendrealschule Abendgymnasium	Off-the-job training and re-training for craftsmen, managers	
Universities			Contact studies - graduates - all interested
Correspondence institutions	Preparation for secondary degrees	Vocational upgrading	
Private enterprises		- apprenticeship - upgrading for craftsmen, managers etc.	
Civil service		- apprenticeship/training	
Armed forces		- upgrading for civil servants viz. members of the army	Preparation for university degrees
People's high schools	Certificates in languages and arts	Accounting courses	Contact seminars in co-operation with universitie
Trade Unions	Training of the functionary	Vocational upgrading	
Employers' Federations	Training of the functionary	Vocational retraining and upgrading	
Churches	Courses on social affairs, education,etc.		

IV. ORGANISATIONAL FRAMEWORK OF POST-FORMAL EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY AND ITS RELEVANCE FOR THE PROGRAMMES OFFERED

The following short description of organisations in post-formal education starts from the hypothesis that it is important to know whether the organisation is mainly concerned with educational activities or simply offers educational programmes inter alia.(1)

A. Purely educational organisations

There is a wide range of organisations specialising in educational activities: public and private schools, correspondence institutions, adult education colleges and universities. As a rule, they do not restrict their programmes to post-formal education and, moreover, the importance they give to this sector is not constant over time.

There are a number of public schools which offer general or vocational education in part-time courses (some in full-time courses, too) which require prior professional experience. As a rule, the programmes tend to have a labour-market-orientation. This is well in line with the individual interests of the potential participants, since for the majority of people a satisfactory utilisation of the qualifications acquired means better chances on the labour market.

All other purely educational organisations are highly demand-oriented in their programmes because they have to cover their costs by fees - to a considerable extent at least. As "consumers" show a clear preference for education and training that promises to pay in the short run, surplus-learning included in courses that integrate vocational and general subjects has practically no market chances. Moreover, integrated courses are strongly handicapped by the legal provisions for public finance that presuppose a clear division between general, political, and vocational learning.

B. Multifunctional organisations

The organisations offering post-formal education as a means of achieving their non-educational main functions cover a very wide and mixed spectrum. Agencies such as private enterprise, the civil service and the armed forces must be included, but so also must organisations like the Trade Unions, Employers' Federations, and the churches.

Training, upgrading, and retraining organised by private and by public employers - be it on the job or off - is closely linked to the qualifications actually needed in the relevant enterprise or administration. The polarisation between skilled specialists and unskilled

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1) For more detailed analysis see H. Rudolph: Recurrent education in the Federal Republic of Germany. CERI (mimeoed document) Paris 1972, p.8.

or semi-skilled workers (1) is reflected in the fact that the programmes offered by firms as well as by public administrations require at least a foreman's qualifications and concentrate very much on the managerial functions.

The armed forces, in addition to their military training, are offering a wide variety of vocational training so as to facilitate the soldiers' start in civil life after military service and also in order to attract volunteers.

The post-formal educational programmes of the trade unions, the employers' federations, and the churches are not, in their majority, vocationally oriented:

- the trade unions invest much effort in the training of their officials;
- the employers' federations concentrate on courses which tend to offer their interpretation of the socio-economic system;
- the churches try to maintain what is left of their social and political privileges by favouring an integrationist position between social classes.

V. PARTICIPATION IN POST-FORMAL EDUCATION

Official policy statements characterise education as a powerful means for equalizing life chances. Arguments about intra as well as intergenerational disparities are put forward to justify the expansion of post-formal education. Educational policy which seeks to redress inequalities should result in proportionate participation rates of social classes and age groups in post-formal education. Whether and to what extent this goal is realised so far will be examined by disaggregating participation quotas in post-formal education. As the material consequences of educational deficits are most sharply and quickly felt in the labour market, the discussion starts with participation in vocational education (training, upgrading and retraining) followed by closer inspection of non-vocational education.

A. Vocational education

Germany has a long tradition in basic vocational training of the so-called dual system where apprentices are trained in private firms with one day release per week to attend the obligatory public vocational schools.(2) For the vast majority of youngsters (1.2 to

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1) See H. Kern, M. Schumann: Industriearbeit und Arbeiterbewusstsein. (2 Vol.) Frankfurt/M. 1970.

2) The number of pupils getting a complete vocational training in schools is relatively small although steadily increasing.

1.3 million) apprenticeship represents the normal follow-up after compulsory general education. Almost 17 per cent of the 1.6 million pupils in the part-time Berufsschulen are without a training contract.

Table 2

APPRENTICES ACCORDING TO ECONOMIC SECTORS (1970)

	Total		of which (%)	
	Abs.	%	Male	Female
Industry and commerce	723,415	56.9	59.4	40.6
Trades	420,936	33.1	80.3	19.7
Agriculture	38,133	3.0	75.8	24.2
Others	87,636	7.0	28.7	71.3
Total	1,270,120	100.0	64.1	35.9

Source: Bundesministerium für Arbeit und Sozialordnung (Ed.): Arbeits- und sozialstatistische Mitteilungen, supplement to Vol. 2/1973, p. 5.

Among the aims of post-formal education - in the sense of further vocational training - upgrading is the dominant one (about 50 per cent), whereas adaptation accounts for 30 per cent, and retraining for 20 per cent.(1) The programmes are organised to 25 per cent by public institutions, to 33 per cent by private enterprises, viz. the chambers of industry and commerce as well as of trades, to about 40 per cent by trade unions, private schools, and associations. Only 50 per cent of all programmes are scheduled to lead to formalised certificates.

The accurate number of people attending post-formal vocational educational programmes in private schools is not known. In 1970, 22,000 of the 64,000 pupils in the so-called Fachschulen attended vocational private schools. Presumably the number of participants in schools which are grant-aided under the Labour Promotion Act can be taken as a good approximation as most schools should have adapted to the financing conditions of the Act. In 1970 about 50,000 grant-aided students (i.e. 50 per cent of the total) frequented courses in schools.(2) On the supposition that 50 per cent of them were in full-time courses (average duration two-thirds of a year) and 50 per cent were in part-time courses (equivalent to one-fourth full-time participant), this adds up to 22,500 man-years in 1970.

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1) See (for the following, too) W.D. Winterhager: Weiterbildung in der Bundesrepublik Deutschland. In O. Peters and H. Collhardt (Ed.) Jahrbuch für Wissenschaft, Ausbildung, Schule. WAS '70. Köln 1973, pp.55-64, especially p. 57..

2) See Statistics of the Federal Institute for Labour.

It might be expected that the chances to participate in post-formal education are most promising in the civil service and in the armed forces, employment sectors that are directly under public supervision. In fact, all civil servants have a legal right to paid leave of absence for up to 12 days a year.(1) However, it is not possible to get a clear impression of the civil service's educational activities since:

- courses are partly organised for specific career levels irrespective of the administrative sectors;
- some courses are centrally organised by the Federal Government, some by the administrations of the Länder and some regionally;
- statistics are not published - not to speak of comparable statistics.

Figures in Table 3 by no means give a comprehensive picture of participation in post-formal education.

Table 3

NUMBER AND LEVEL OF PARTICIPANTS IN POST-FORMAL EDUCATION IN THE CIVIL SERVICE, THE ARMED FORCES, FEDERAL POST, AND FEDERAL RAILWAYS

(1971 if not otherwise indicated)

Organising Institution	Participants	Career Level
1. Federal Academy for Public Administration	1,300	Higher (partly medium) level
2. Academy for Administration, Berlin	1,800	Medium and higher level
3. Academies for Economics and Administration	3,000	Medium and higher level
4. Ministries of the Interior	-	Medium and higher level
5. Ministries of Education	70,000	Medium and higher level
6. Labour Administration (1970-71)	10,000	All levels
7. Armed Forces (1970)	170,000	All levels
- external courses	100,000	
8. Federal Railways		
- training and upgrading	449,000	All levels
- "voluntary education"	20,000	Lower and medium level
9. Federal Post	64,000	All levels

Source: Private surveys (see p. 152).

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1) See *Verordnung über Sonderurlaub für Bundesbeamte und Richter im Bundesdienst* vom 18.8.1965, BG Bl I, p.902.

While 1 to 4 include some programmes which are not specific to the particular administrative sector, 5 and 6 give activities specific to the sector. Neither group is comprehensive, however; this is all the more deplorable in that 5 includes further education for teachers.(1)

The programmes of post-formal education in the civil service concentrate on the adaptation of vocational skills and knowledge and especially on the training (upgrading) of administrative "managers". It is not therefore surprising that the participants are mainly recruited among the medium and higher career levels.

The relevance of post-formal educational activities in the civil service is stressed by the fact that the courses are normally held during working hours and the participants are entitled to paid release. The length of the courses differs widely with a remarkably positive correlation between the duration and the position of the participants in the civil service hierarchy. As a guess one may take three weeks as the average duration. Compared with full-time courses of 40 weeks per year this equals about 68,000 man-years.

For quite a number of professions there is a long-established tradition of full-time university study as the sole obligatory qualification. For many of them, however, especially teaching, medicine, and law, a certain period of in-service training is necessary before the graduates are eligible to practise. In contrast to the development in the United Kingdom, for example, the duration of in-service training has been reduced in the Federal Republic of Germany in the last few years. At present it varies between 12 and 24 months.

There are no data available on the number of people entering and finishing in-service training. The graduates per year in the respective fields are no more than a crude indicator because an unknown number might prefer to use their qualifications in other sectors of the labour market (not demanding in-service training) either forever or for some time. By doubling (2) the number of successful German candidates in summer-term 1970 one gets about 3,000 graduates in law and 15,000 graduates for teaching professions.(3) In the same year, the number of medical interns was 5,750.(4) On the basis of an average duration of two years for the first two professions mentioned and of one year in medicine this amounts to an estimated 42,000 man-years.

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1) A commission for educational planning with representatives both of the Federal and of the Länder governments assumes that 17 per cent of all teachers, i.e. about 70,000, participated in further education in 1970.
See Bund-Länder-Kommission für Bildungsplanung: Bildungsgesamtplan, Vol. 1, p. 37. According to our explorations this figure must be taken as the lower limit.

2) There are two examinations each year.

3) See Statistical Yearbook for the Federal Republic of Germany 1973, p. 96.

4) See Wirtschaft und Statistik, 1973, p. 23.

Because of rapid socio-economic development, university graduates are obliged to adapt the standard of their knowledge at fairly short intervals. Although universities in the Federal Republic of Germany were given a mandate to develop curricula for contact studies a number of years ago, little progress has been made so far. Some so-called contact-seminars are organised especially in the sciences but participation data are not available.

There is, however, a growing number of "university seminars" organised as a rule co-operatively by universities and people's high schools.(1) The first seminars were organised in the late 1950s, and over 250 seminars with almost 5,000 participants were reported for the winter term 1970-71.(2) Taking into account that the seminars are held twice a year and have an average duration of 40 hours this is equivalent to 500 full-time student/years.

The educational background of the participants reveals a remarkable shift towards university graduates (about 20 per cent) and among them an increasing number of teachers. As a consequence the "university seminars" to some degree function as contact studies.

According to reliable estimates, private enterprises and the chambers of industry and commerce as well as the trades organise about one third of the vocational post-formal education activities.

Data on the programmes of the chambers of industry and commerce are available.(3) In 1971, seminars for vocational upgrading (lasting on average half a year) were attended by 14,052 people and the courses for vocational adaptation (normally one day only) by 58,313 people. This adds up to 7,317 man-years. In addition, about 22,000 vocational examinations (higher than the basic training level) were organised by the chambers in 1971.(4) Candidates may take these examinations even if they have not attended the preparatory courses offered by the chambers.

The most comprehensive data on participation in post-formal education activities have been collected for Baden-Württemberg. The following table shows the number of participants in courses and is based on the assumption that each participant in a course is equivalent to 1/40 full-time student.

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1) See Arbeitskreis Universitäre Erwachsenenbildung (Ed.): Universitäre Erwachsenenbildung - Wissenschaftliche Weiterbildung. Blickpunkt Hochschuldidaktik, Vol. 16, Hamburg 1971, pp. 7-26.

2) See H.D. Schmitz: Die Institutionalisierung der universitären Erwachsenenbildung in Deutschland. In: Arbeitskreis ... op. cit.

3) See Deutscher Industrie- und Handelstag (Ed.): Berufsbildung 1972-73. Bonn (1973), p. 22.

4) Ibid., pp. 94-103.

Table 4

PARTICIPANTS IN COURSES IN BADEN-WURTTEMBERG (1972)

Organising Institution	
Public and private schools	8,750
Universities	28,750
Private enterprises	31,375
Civil Service	41,250
Adult education colleges	84,250
Trade unions	25,000
Employers' federations	29,000
Churches	54,375
Others	47,500
Total	350,250

Source: Loreth/Schmalfuss - Soth: Weiterbildung - ein neues Aufgabengebiet der Statistik. In: Baden-Württemberg in Wort und Zahl, 22. Jg.H.1/ Jan. 1974, p. 18, Tab. 2.

The combined effects of the various post-formal education activities - as sketched above - are analysed in two comprehensive surveys made in 1970 and covering the period 1965 to 1970:

- the Federal Statistical Office scrutinised an official 1 per cent micro-census of the gainfully employed between 20 and 55 years of age;(1)
- the (official) Institute for Labour Market and Professional Research (Erlangen) took a 0.5 per cent representative sample of all male gainfully employed.(2)

The most striking results of the two surveys are shown in Table 5 below.

According to the micro-census 11.8 per cent of all people interviewed participated in post-formal vocational education (the average participation rate of men being almost twice that of women). If this percentage is related to the total of the relevant population group, there are 2.1 million participants.

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1) See Statistisches Bundesamt: Bevölkerung und berufliche Fortbildung. In Wirtschaft und Statistik, Vol. 24 (1972), pp. 326-329.

2) See Ch. Brinkmann, K. Gottwald, L. Schuster: Die berufliche Fortbildung männlicher Erwerbspersonen. Parts 1 and 2. In: Mitteilungen des Instituts für Arbeitsmarkt- und Berufsforschung, Erlangen, Vol. 5 (1972), pp. 1-30 and 95-130.

Table 5

PARTICIPATION RATES (1) OF MALE EMPLOYEES IN POST-FORMAL VOCATIONAL EDUCATION ACCORDING TO AGE, LEVEL OF GENERAL EDUCATION, AND PROFESSIONAL STATUS (1965-1970)

Characteristics of Participants	Micro-census	0.5 sample
Male employees (total)	11.8	18.8
Age:		
20-35	19.1	27.2
35-55	10.4	15.7
55 and over		
General education:		
- without final or with primary school	9.5	15.1
- with secondary school medium level	22.9	33.9
- with secondary school higher level (Abitur)	20.9	39.4
Professional status:		
- civil servants	25.6	39.9
- clerks	16.1	33.5
- workers	5.2	11.8

1) Quota of participants in the respective group of employees.

The representative sample concentrating on male employees gives a participation rate of 18.8 per cent.(1) This means that in the period under discussion 2.73 million of male employees participated in some sort of vocational training. 44 per cent of the sample attended full-time courses of which almost three-fourths were shorter than one month. On the basis of an average duration of two weeks and a yearly capacity of 40 weeks this comes up to 136,500 full-time equivalents in the five years under review or 27,300 per year.

Since both surveys cover the period 1965 to 1970 they do not reflect adequately the consequences of the Labour Promotion Act passed in 1969. The intention of the Act was to promote vocational training, adaptation, and upgrading as well as retraining by offering financial incentives:

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1) The fact that participation rates according to the representative sample are generally higher than in the micro-census may be attributed to slightly differing statistical definitions and to the influence of the respective context of the two surveys.

- institutions can obtain financial subsidies to expand their capacity for further vocational training;
- individuals participating in further vocational education receive under certain conditions subsistence payments and a reimbursement of the fees (up to a maximum of 1,75 DM per hour).

At the end of 1970 about 82,200 male and 17,000 female participants were grant-aided under the Act.

Table 6

PARTICIPANTS IN DIFFERENT TYPES OF VOCATIONAL EDUCATION GRANT-AIDED UNDER THE LABOUR PROMOTION ACT (1970)

Type of Training	Male		Female		Total	
	Abs.	%	Abs.	%	Abs.	%
Adaptation and upgrading	66,251	80.6	10,286	60.8	76,537	
Retraining	12,226	14.9	4,677	27.7	16,903	
Job instruction	3,719	4.5	1,630	11.5	5,349	

Source: Federal Institute for Labour.

The figures in Table 6 do not allow conclusions to be drawn about the level of qualification attained. The duration of the courses varies considerably. About 50 per cent of the participants attend full-time courses, the average duration being 7 to 8 months, while participants in part-time courses may be taken as equivalent to 1/12 man-year. On this basis participants grant-aided under the Labour Promotion Act in 1970 are equal to 37.174 man-years.

The participants grant-aided under the Act are disaggregated in Table 7 according to their social characteristics. The results are compared with the respective quota of the representative sample cited above that indicates the status quo ante.

The most remarkable results of the survey are:

- Male employees over the age of 35, who are already underrepresented among participants in the "representative sample", are extremely rare under the Labour Promotion Act.
- While people with primary schooling only are normally represented under the grant-aided group, those with incomplete primary schooling are hardly represented at all.

Table 7

MALE PARTICIPANTS IN POST-FORMAL VOCATIONAL EDUCATION ACCORDING TO AGE, LEVEL OF SCHOOLING, AND EMPLOYMENT POSITION

Characteristics of the participants	Representative Sample		Labour Promotion Act
	Total %	Participants 1965-1970 %	Participants end 1970 %
Age:			
under 35	39.2	49.2	84.4
35-55	60.8	50.8	15.3
55 and over			0.3
Level of schooling:			
primary school			
- incomplete	77.8	67.1	1.9
- complete			79.1
secondary school medium level	11.2	20.3	14.9
secondary school higher level	5.3	11.1	1.0
Employment position:			
- civil servants	7.8	16.7	31.6
- clerks	23.5	42.9	
- workers	51.4	27.7	64.5

Sources: 1. Ch. Brinkmann et al. op. cit.
2. Bundesanstalt für Arbeit: Förderung der beruflichen Bildung. Nürnberg 1971.

- Almost two-thirds of the participants are workers; but closer inspection reveals that skilled workers tend to be favoured, whereas people without comprehensive vocational training are clearly at a disadvantage.(1)

B. Non-vocational Education

From among the organisations offering predominantly non-vocational post-formal education, only a few large ones can be included in this survey: some public schools of the so-called zweiter

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1) See Bundesanstalt für Arbeit: Gemeinsamer Beitrag von Vorstand und Verwaltungsrat zum Bericht der Bundesregierung gem. para. 239. Nürnberg 1972, p. 33.

Bildungsweg, the people's high schools, the trade unions, and the churches. They all concentrate most of their activities on evening courses or lectures.

A number of public evening schools offer adults a second chance to get secondary general certificates. The 57,000 German pupils reported in 1971 relate to different types and levels of schools as follows:(1)

- Abendgymnasium:	11,000
- Abendrealschule:	9,000
- Berufsaufbauschule:	37,000

In the programmes of the adult education colleges the ratio of courses to lectures has been changing recently in favour of courses: between 1970 and 1972 the number of participants in single lectures increased from 3.6 million to 3.7 million while participation in courses rose from 2.1 million to 2.6 million.(2) This shift towards more intensive learning forms is well in line with the increasing weight of language courses and of hobby courses in the adult education colleges.(3)

Leaving the single lectures out of the calculations and taking the participation in a course as equivalent to one week full-time learning this comes to 63,500 man-years in 1971.(4) Among the participants in the programmes of the people's high schools workers are hardly represented, while pupils and graduates of secondary schools as well as people from outside the labour market are clearly over-represented.

The statistics on the post-formal educational activities of the trade unions given in Table 9 must be interpreted with a number of reservations:

- programmes are organised partly by the central organisation, partly by regional sub-divisions on the different levels;
- available statistics on programmes sometimes differentiate according to the organising institution, sometimes according to the financing body;
- the data on participation are not always informative concerning the type of activity (course or single lecture).

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1) See O. Peters and H. Gollhardt (Ed.): op. cit. p. 86f.

2) See Statistical Yearbook for the Federal Republic of Germany 1973, p. 98.

3) Results of an internal analysis of adult education colleges.

4) One year = 40 weeks.

Table 8

ADULT EDUCATION COLLEGES: COURSES AND PARTICIPANTS (1971)

	Course	Participants
1. Politics and society	5,136	141,075
2. Education, philosophy, religion, psychology	3,814	110,097
3. Art	4,543	90,982
4. Regional and environmental studies	1,573	53,858
5. Mathematics, physical and natural sciences, technology	8,726	198,658
6. Business management	12,659	269,572
7. a) English	16,373	328,587
b) French	8,065	141,657
c) Italian	1,833	30,991
d) Russian	1,578	21,427
e) Spanish	1,732	31,799
f) German as a foreign language	2,702	57,348
g) Other foreign languages	2,223	32,978
h) German for German speakers	2,798	55,685
8. Manual work and leisure occupations	20,705	322,256
9. Domestic science	9,836	144,718
10. Health and hygiene	16,321	359,617
11. Courses leading to the diploma of compulsory schooling	2,181	49,317
12. Special courses	2,418	72,269
Various	1,493	27,708
Total	126,245	2,540,599

The majority of the educational activities of the trade unions takes place in leisure time: in the evening and above all at weekends.(1) This is surprising as quite a number of agreements include regulations for educational leave, although not always for paid leave. The programmes concentrate largely on single lectures although the

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1) In Baden-Württemberg, e.g., 92 per cent of trade union educational activities took place outside the normal working hours. See J. Schwerdtfeger, H.-J. Andräs: op.cit. p. 55.

Table 9

PARTICIPANTS IN EDUCATIONAL ACTIVITIES OF THE TRADE UNIONS
(1970 if not otherwise indicated)

Trade Unions	Participants (000)	
Trade Unions Council (DGB)		398
- general and political education	127	
- vocational	71	
- 'Arbeit und Leben' (co-op. with people's high schools	200	
Single trade unions (of DGB)		145
- Metal (1971)	47 (1)	
- Chemistry (1971)	60	
- Public Service	3 (2)	
- Railways (1968-71)	11	
- Police	24	
Employees' Union (DAG) (1971)		247
- general and political education	153	
- vocational education	94	
Total		800

1) Activities financed by the central organisation.

2) Activities organised by the central organisation.

Sources: Published or internal statistics of the organisations cited and private surveys (see p. 152)

number of courses of longer duration is increasing.(1) The new law on the workers' council passed in 1972 secures paid leave for educational activities of the council's members. If 100,000 participants are added to the figures in Table 9 (for the trade unions not included in the sample) and assuming an average duration of half a week, this is equal to 11,000 man-years.

The data situation concerning the post-formal educational programmes of the churches is deplorable. It has not been possible to collect comprehensive information on participation for either Catholic or Protestant organisations.(2)

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1) The figures for the Metal Workers' Union cited in Table 9 above include, e.g., 10,331 participants in seminars lasting one to six weeks and totalling 16,353 participant-weeks.

2) To illustrate: even a survey initiated by a Catholic institution was practically doomed to failure as the Catholic organisations concerned were unwilling to undergo "control".

The figures included in Table 10 are very unsatisfactory because they:

- have many gaps;
- concern different years, and
- do not differentiate between single lectures and courses.

Table 10

PARTICIPANTS IN POST-FORMAL EDUCATIONAL ACTIVITIES OF THE CHURCHES

(000)

Länder	Year	Catholic	Protestant
Baden-Württemberg	1966-67	518	389
Baden	1970	-	154
Hesse	1969	32	-
Bavaria	1968	-	217
Lower Saxony	1969	-	63
Rhineland-Pfalz	1970	207	-
Total		757	823

Source: Private surveys (see p.152).

There are considerable differences in the regional intensity of educational activities of the churches and as the proportion of courses to lectures is undefined (1) the data cannot be used as a basis for further estimates.

The correspondence courses in the Federal Republic of Germany are handicapped in their expansion by a history of unfair practices of some institutions in the past. In order to give this promising learning form official backing, two public control institutions have been created in the last few years: one is responsible for courses leading to the completion of public school (both general and vocational), the other supervises vocational courses.

At present, about 250,000 people participate in correspondence courses of which 100,000 aim at the completion of public school. Since information on the average length of the courses is not available the calculation is done on a 3:1 basis which results in about 85,000 full-time equivalents.

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1) A strong concentration on single lectures is reported at least for Bavaria: about two-thirds. See Staatsinstitut für Bildungsforschung und planung: op. cit. p. 47.

Still more recently, post-formal education in the form of multi-media courses has started in the Federal Republic of Germany:

- In 1967, approximately 14,000 people attended the courses of the Bavarian television (Telekolleg) using the curricula of the Berufsaufbauschule (medium secondary degree).
- In 1973, "Training for the Trainers" was attended by 12,000 participants of whom 6,000 passed the first intermediate examination.(1)

VI. COSTS AND FINANCING OF POST-FORMAL EDUCATION

Calculating the costs of post-formal education is normally a knotty problem and even more if an ambitious cost concept is to be used. If direct as well as indirect and social costs are to be included the value to be imputed to the resource input is normally not identical with the market prices. "Costs" then must be calculated on the basis of political decisions as to relevant alternative uses.(2)

An examination of the costs of post-formal education must be parallelled by an inspection of the sources of finance. The financial contributions out of individual incomes, funds of private firms, and public budgets cannot be taken as an indicator for the final incidence as due to shifting processes those groups that pay the money are rarely identical with those that ultimately have to bear the financial burden. The relative weights of the different contributions can be taken only as an indicator of the extent to which different groups decide upon the resource use for educational purposes.

Among the refinancing arrangements the most important are the public subsidies out of Länder budgets according to the respective laws on adult education and the parafiscal fund of the Labour Promotion Act. While comprehensive and comparable data on Länder subsidies are not available the statistics on the Labour Promotion Act are impressive: the payments for grant-aid to individuals rose from 572 million DM in 1970 to almost 1.5 billion DM in 1972, of which almost two-thirds were subsistence payments.(3) It must be borne in mind that 50 per cent of contributions to the fund are paid out of individual income and 50 per cent out of private firms' funds.

If one were to aspire to the level of cost data quoted above, the statistics available are far from adequate: they do not include all cost factors, use market prices as a rule, and are heavily aggregated

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1) As of April 1975, all trainers need a special certificate.

2) For more detail see "Educational expenditure in Great Britain", OECD (mimeographed), p. 14.

3) See Statistics of the Federal Institute for Labour.

so that a differentiation according to type or level of education is not possible. It is only for the sectors of apprenticeship and for further vocational training organised or financed by private firms that detailed data are available.

The Edding Commission used a comprehensive cost-concept including indirect as well as social costs in its survey.(1) The results are restricted to direct and indirect costs, however, and provide the following figures:(2)

- Of the total gross costs of 18.6 billion DM 53.7 per cent must be attributed to basic vocational training, 39.9 per cent to further vocational training, and 6.4 per cent to other training activities of the firms.
- The gross costs are unequally distributed among the economic sectors: industrial enterprises with more than 1,000 employees incur 22 per cent, whereas the trades finance slightly more than 1 per cent only.
- The net costs of basic vocational training (i.e. taking into account productive work of the apprentices (3) are not distributed according to the number of apprentices: of the total net costs of 4.6 billion DM the trades only finance 13.6 per cent although they train almost one-third of all apprentices.
- Similarly, the distribution of the costs for further vocational training is biased: industrial enterprises with more than 1,000 employees finance 39.4 per cent, although their quota of the working population is only 17.4 per cent, whereas the trades finance as little as 1.6 per cent, while the quota of the gainfully employed in this sector is 18.1 per cent.

The enormous sums that private firms invest each year in vocational education do not represent a real burden for them. The net costs are normally shifted via price increases to the consumers or - under certain conditions - are refinanced under the Labour Promotion Act. In 1970, about 30 per cent of subsidies to individuals were given to participants in courses organised by employers (or their institutions), and 36 per cent of institutional subsidies were allotted to institutions with "affinity" to employers.(4)

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1) See Commission "Kosten und Finanzierung der beruflichen Bildung": op.cit. p. 12.

2) Restricted paper of the Commission.

3) The calculation of productive work is problematic as it is based on equivalents of skilled workers' pay, i.e. it includes profit elements.

4) See Statistics of the Federal Institute for Labour.

Concerning in-service training for the professions it can be assumed that the net costs are zero because:

- the productivity of the "trainees" - as a rule - can be regarded to equal their pay;
- personal costs for "trainers" can be neglected as they normally have sufficient spare-time to give the necessary instruction;
- the life-time incomes of the trainees are not generally lower than those of graduates without in-service training.

The public budget figures are the only indicators for the costs incurred in post-formal vocational education in the civil service, the armed forces and public service units (Post, Railways).

Table 11

BUDGET FIGURES FOR POST-FORMAL EDUCATION IN THE PUBLIC SECTOR

(000 DM)

Department/Institution	Year	Amount
Federal Academy for Civil Service	1971	1,700
Administration Academy (Berlin)	1971	257
Ministries of the Interior		
- Baden-Württemberg	1972	210
- Bremen	1972	1,157
- Hamburg	1972	463
- Hesse	1971	60
- Lower Saxony	1972	250
- Northrhine-Westphalia	1972	635
- Schleswig-Holstein	1972	116
Armed Forces	1971	60,800
Federal Railways	1971	43,100
Total		110,000

Sources: Federal viz. Länder budgets and private surveys (see p. 152).

The figures in Table 11 above show serious gaps and are not comparable as they have different base years, partly include basic training as well as further vocational education, and do not account equally for decentralised activities. The underlying cost-concept generally includes payments for the teaching staff, accommodation expenses for the participants, and general running costs. The wage payments for the participants are the responsibility of the employing sectors. Post-formal vocational education in the civil service, the armed forces, and public service units is almost completely financed out of public budgets, while financial contributions by the participants are rare exceptions.

According to their internal statistics the people's high schools spent about 116 million DM in 1971. This figure may not be altogether accurate, however. Almost half of all people's high schools are communal organisations and to a large extent benefit from public services free-of-charge. Moreover, the relevance of the figure for our discussion is questionable since the expenses for single lectures (that are not included in our definition of post-formal education) cannot be separated for lack of information on the relative cost-intensity of lectures, viz. courses.

The people's high schools on average get more than half of their finance out of public funds, mainly communal and Länder budgets. The proportion between revenues from fees on the one hand and public grants on the other shows a wide variety in the different Länder, the fees amounting to 53 per cent in Baden-Württemberg and to 11 per cent in Berlin, for example.

The trade unions give only vague figures about the costs of their post-formal educational activities. Statistics are available for some unions only for their educational institutions, relating moreover to different years.

Table 12

EXPENDITURE OF TRADE UNIONS FOR POST-FORMAL EDUCATION

(In million DM)

Union/organisation	Expenditures
Trade Union Council (DBG) - central organisation (1967)	3,3
Metal Industry Union (1968-70)	18.3
Chemistry Union (1969-71)	6.8
Trade Union Centre for vocational up-grading (1971)	30.0
"Arbeit und Leben" (1970)	3.9
Total	65.0

Sources: Official statistics of the trade unions and private surveys (see p.152).

The cost concepts underlying these figures are not clearly explained. As a consequence, it is open to discussion as to whether all cost factors are included and whether the post-formal educational activities mentioned above are completely covered.

The trade unions finance their political educational activities almost exclusively out of subscriptions. It is only for vocational courses that cost-covering fees are charged to the participants; these can be refinanced under the Labour Promotion Act to a considerable extent. The courses of "Arbeit und Leben" are almost completely financed out of public funds.

The situation is most complicated where costs and financing of post-formal education by the churches are concerned. Even the survey

Table 13

PARTICIPANTS (FULL-TIME EQUIVALENTS), COSTS, AND SOURCES OF FINANCE OF POST-FORMAL EDUCATION IN THE FEDERAL REPUBLIC OF GERMANY (DIFFERENT YEARS)

Organisation/type	Participants (1000)		Costs (mill. DM)	Sources		
	Mainly general ed.	Mainly vocational ed.		Indiv. income	Priv. firms funds	Public funds
1. Initial vocational training:						
Apprenticeship		1,300	4,600 (net)		x	
In-service training		42	n.a.		x	
2. Further education in:						
Private firms		n.a.	7,500 (gross)	o	x	
Chambers of industry and commerce		8				
Civil service/ armed forces		68	110			x
Professions		0.5	n.a.	x		
Adult education colleges	635		120	x o		x
Trade unions	11		65	x o		x
Churches	n.a.		n.a.			x
Correspondence/ multi-media courses	85		n.a.	x o		x

x = relevant sources

o = refinancing under the Labour Promotion Act possible initiated by the Catholic institution cited above was not successful in this respect: only 17 per cent of the organisations gave information on the volume and sources of their finance which were, moreover, lacking in accuracy. There is no basis for estimates nor even guesses.

The churches can rely on a special tax (amounting to 8-10 per cent of the income tax) to finance their activities. In addition they get public funds as subsidies to their educational programmes. Given these sources, the revenue out of fees can be assumed to be marginal.

The participants, the costs, and the sources of finance of post-formal education are shown in Table 13. In view of the highly unreliable data concerning the relative weights of different sources of finance no concrete figures are indicated in the last three columns. Funds from private firms and public funds are in most cases indicated as sources (inter alia). The burden, however, is ultimately borne by the mass of consumers (via price increases) or by the tax-payers in general, i.e. predominantly by the employees.

V

ITALY

by
Ugo TRIVELLATO

I. INTRODUCTION

Concepts and Definitions

It is perhaps obvious to begin a report about participation in adult education by pointing out the manifold difficulties involved. But the difficulties are there, even if one is confined to a single country with no problems of international comparison.

The first problem is that of concepts and definitions: confusion and uncertainty about the range of activities to be included in the scope of adult education are quite common. Moreover, there is a considerable lack of information and statistics on adult education. This is partly because of lack of concern by public authorities; the obvious counterpart of the ever-increasing attention being paid to regular school and university education. Additional problems arise from "the variety of educational activities undertaken by adults and young people out of school, [to] the sporadic nature of such activities and still more [to] the diversity of agencies, both governmental and private, which provide such educational programmes".(1)

Throughout this paper, according to the definition proposed by UNESCO in the framework of the International Standard Classification of Education (ISCED), the term 'adult education' is used as synonymous with 'out-of-school education' and means "organised programmes of education provided for the benefit of and adapted to the needs of persons not in the regular school and university system and generally fifteen or older".(2)

The scope and the organisation of the survey

The major problems arise when one tries to collect and organise data in the light of the definition adopted. Statistical data on adult

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For the provision of often unpublished data, I am indebted to S. Avveduto, E. Caruso, G. D'Aniello, N. Delai, F. Favotto, M. Forte, U. Genovese, C. Rotunno, P. Toniolo Piva, M. Vita, A.M. Viziale. I am grateful to A. Zuliani for helpful preliminary discussions and to B. Colombo for comments on an earlier draft. Needless to say, the responsibility for such errors as remain and for opinions expressed is mine.

1) UNESCO (1974), Proposals for the Collection of Adult Education Statistics, COM.74/ISCED/5, Paris.

2) UNESCO (1972), International Standard Classification of Education (ISCED). Three Stage Classification System: 1972. Part I. Introduction and Listing, ISCED I Rev., Paris.

education in Italy are drawn not only from official statistical sources, but also from internal statistics of the organisations concerned and from ad hoc surveys. Nevertheless, information is still remarkably limited, so that a reasonable compromise must be reached between the above definition and the related classification (1) and the possibility of describing all adult education activities by examining the available data. Moreover, the existing sources of data are often fragmentary and incomplete; thus, the accuracy of the estimates reported varies with the precision of the documentation available.

To sum up, the analysis of adult education in Italy is restricted mainly (2) to the activities of formal adult education (education is considered to be 'formal' if persons are registered or at least enrolled as students in an educational programme) (3) which are provided by public authorities or subsidised by public funds.

The purpose and the criteria of the analyses can be easily described. Attention is focused on data about the extent of participation in adult education. When pertinent data are available, secondary matters involve a consideration of the relevant demographic and social characteristics of participants and of factors that influence the participation. A tentative evaluation of the public expenditure, mainly the current one, to provide adult education is also carried out. The activities of adult education are grouped under main headings representing different levels and fields of education. Particular attention is paid to the educational programmes carried out in the context of educational leave policies.(4) In order to appreciate the trend of the various types of adult education, time series of the participants are presented, as far as possible, starting from 1964-65.

II. THE EDUCATIONAL STRUCTURE OF THE POPULATION

In order to be able to evaluate the extent of participation in adult education activities and to analyse its most characteristic features, it is useful to start from some information about the

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1) For the related classification, see UNESCO (1974), op. cit. pp.24-25.

2) The boundaries are not always clear-cut because of the varying format of the available data.

3) "'Enrolment' is intended to mean that a person identifies himself as a student. 'Registration' is intended to mean that a student's name and other particulars are written in a register which is often used to record attendances or fee payments" (see UNESCO (1974), op.cit. p. 6).

4) Instead of being classified under their proper headings, these programmes are only mentioned pro memoria and are described in a separate context, because of the paramount importance of the relationships with collective bargaining and manpower policies.

population of Italy and its educational structure. To this purpose, we have based our analysis on the statistics of the last population census (27th October 1971). Statistics of the distribution of the population cross-classified by sex, age and level of education attained have not yet been published, so information of a less detailed type was used. The educational structure of the population aged 14 and over has been estimated.

In 1971 the population of Italy consisted of 54,137,000 people and of these, 11,368,000 (i.e., about 21 per cent) were attending school on a regular and full-time basis.(1) In order to read such data in the right way, it is necessary to bear in mind that among students younger ones were of course more numerous, and particularly those aged from 6 to 13, i.e. in the age of compulsory education. There were 8,637,000 students under 14, and those aged from 6 to 13 numbered 6,901,000, i.e. 97.6 per cent of the corresponding age group.(2)

A meaningful view of the educational structure of the population and of the potential students in programmes of adult education can be given by studying those 41,699,000 people aged 14 and over, who had reached the age limit of compulsory education.(3) An estimation of their distribution by sex, attendance at regular school and university courses and level of education attained is shown in Table 1. Almost 6.4 per cent of the people over 14 are attending school, and practically all of them are aged under 26; the remaining 93.6 per cent represent potential clients for adult education activities. The labour force consists of 19,506,000 people; their educational structure, by sex and occupational status, is shown in Table 2.

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1) Here, and further on, the population attending full-time school does not include adults attending full-time courses of the regular school system specially designed for them. In 1971-72 the latter were about 45,000 (see Table 5 and para.(3)

2) The estimation is based on the assumption that students registered in 1971-72 (see ISTAT (1974(a)); *Annuario statistico dell'istruzione, Edizione 1973*, Roma, pp.3-17) had the same distribution by age as students registered in 1972-73 (see ISTAT (1974(c)), *Statistiche dell'istruzione. Dati sommari dell'anno scolastico 1973-74*, supplemento straordinario al "Bolletino mensile di statistica" 8.

3) The age limit of 14 has been preferred to the limit of 15 proposed in the definition given by UNESCO, considering that, besides this coincidence with the terminal year of compulsory education, the out-of-school vocational courses in Italy are attended also by those aged 14.

Table 1

ESTIMATED DISTRIBUTION OF THE ITALIAN POPULATION AGED 14 OR OLDER, BY SEX AND LEVEL OF EDUCATION IN 1971

Level of education	Total population (000)		Population in the regular school and university system (000)		Population not in the regular school and university system (000)		Population not in the regular school and university system %	
	Males	Total	Males	Total	Males	Total	Males	Total
University degree	610	883	..	..	610	883	3.3	2.3
Secondary leaving certificate	1,815	3,364	478	767	1,337	2,597	7.2	6.7
1st cycle certificate	3,901	7,063	934	1,618	2,967	5,445	16.0	13.9
Primary certificate	9,445	19,403	180	290	9,265	19,113	50.1	49.0
Literates without certificate	3,369	8,439	5	6	3,364	8,433	18.2	21.6
Illiterates	960	2,547	-	-	960	2,547	5.2	6.5
Total	20,100	41,699	1,597	2,681	18,503	39,018	100.0	100.0

Sources: ISTAT (1974b), Bollettino mensile di statistica, 8, pp.266-67, for the population, by sex and age; ISTAT (1974d), *11 Censimento generale della popolazione (27th October 1971), Vol. II, Dati per comune sulle caratteristiche strutturali della popolazione e delle abitazioni, Italia: dati riassuntivi*, Roma, pp. 20-21, for people aged 6 or older, by sex and level of education; ISTAT (1974)d, op.cit. pp.3-17, for students registered in the regular school system during the school year 1971-72; ISTAT (1974c), pp.76-99, for the distribution, by sex and age, of those registered for the school year 1972-73.

Criteria of estimation:

a) It is assumed that those students registered in 1971-72 (these include pupils in special schools, who are divided between primary education and the first cycle of secondary education in the same proportion as those students registered in ordinary schools), have the same age distribution as have those registered in 1972-73. To deduce the exact age distribution of students at the time of the 1971 census, one had to rectify the figures for age distribution by calendar years (as used in ISTAT (1974c (1974c)), op. cit.

b) It is assumed that children aged 6-13 who are not registered in the regular school system, have obtained their certificate of primary education or of first cycle secondary education in similar proportions as their contemporaries registered in the regular schools.

c) From the population aged 14 or older attending full-time school, adults attending full-time programmes specially designed for them are deducted (see Table 5 and part 3).

Table 2

DISTRIBUTION OF THE ITALIAN LABOUR FORCE BY SEX, OCCUPATIONAL STATUS AND LEVEL OF EDUCATION IN 1971

Level of education	(000)					%				
	Unemployed		Employed	Total	Males	Unemployed		Employed	Total	Males
	Previously employed	Looking for first employment				Previously employed	Looking for first employment			
University degree	3	22	606	631	477	1.1	6.6	3.2	3.2	3.4
Secondary leaving certificate	27	120	1,580	1,727	1,128	9.6	36.2	8.4	8.9	7.9
First cycle certificate	53	105	3,372	3,530	2,532	18.9	31.6	17.8	18.1	17.8
Primary certificate	139	78	10,604	10,821	8,172	49.4	23.5	56.1	55.5	54.5
Literates without certificate	49	7	2,410	2,466	1,691	17.4	2.1	12.8	12.6	11.9
Illiterates	10	..	321	331	214	3.6	..	1.7	1.7	1.5
Total	281	332	18,893	19,506	14,214	100.0	100.0	100.0	100.0	100.0

Source: ISTAT (1972), Annuario di statistiche del lavoro, Edizione, 1972, Roma, pp.116 and 127.

If the educational requirements can be determined by the level of education attained, there are three main areas where such activities can take place:

a) Literacy programmes and the completion of elementary education. This activity would be directed at the 28 per cent of the population aged 14 and over, not attending regular school or university. One should remember, however, that this group of illiterates is the result of the pre-war situation. The majority are old; three illiterates out of four are aged over 45, and it seems that the age distribution of literates without any certificate of education follows a similar pattern (for further evidence, see Table 2, on the particular educational structure of those looking for first employment). Although there is a substantial educational need of this kind, it will certainly decrease over time;

b) Completion of the first cycle of secondary education. In addition to the group of illiterates and literates without any certificate of education, there are over 19 million people holding the primary certificate only (49.0 per cent of the total population under consideration) who would benefit from this educational activity. It is surely the biggest programme, and, qualitatively speaking, the most important too. The chances adults have of attending traditional courses of education designed for them (whether with vocational training or with cultural and leisure objectives) largely depend on their previous level of education, which must be of a certain minimum basic standard;

c) The development of a varied number of activities and educational programmes (further basic training, updating and improvement of basic knowledge, vocational training and retraining, liberal and cultural studies, etc.) Such activities are required because of a widespread tendency towards occupational and social upgrading, and the necessity to improve and update vocational training as a consequence of technological innovations and the development of industrial organisation.

III. LITERACY PROGRAMMES AND COMPLETION OF COMPULSORY SCHOOLING

Out-of-school activities of the Ministry of Education

The greater part of public activities in the field of non-vocational out-of-school education is organised by the Ministry of

Education through the Directorate for Adult Education. Out-of-school education programmes for illiterates and programmes for the completion of compulsory schooling (1) can be grouped under two main headings:

a) Courses for illiterates and for the completion of primary education;

b) Courses for the completion of the first cycle of secondary education (the so-called 'middle school', which is normally covered by the period of compulsory education).

Literacy programmes

Such courses which are for people who, though over fourteen, have not attended or completed the whole of compulsory education, fall into the following groups:

a) Courses of primary education, lasting six months, with 12-16 hours a week, of which there is a variety (courses for the first study-cycle, courses for the second study-cycle, courses for improvement and updating of knowledge and, possibly, including special teaching for the continuation of studies and vocational guidance); they are organised with sufficient flexibility to suit the level and cultural requirements of the students concerned. As in the case of other out-of-school activities providing basic schooling, these courses are held not only in public schools, but also at other institutions, factories, barracks, hospitals, prisons and private houses.

b) Summer and weekend courses, held for three months, with 18 hours per week and six months of 8 hours per week respectively. They have the same purpose as those providing primary education but are specially designed for workers who for some reason cannot attend the six-month courses.

c) Courses to refresh basic knowledge and prevent literates from falling back into illiteracy. These courses came to an end in 1974-75.

The development of such activities since 1964-65 is shown in Table 3. It is evident that the attendance at such courses was rather low, that it was higher for males than for females, and that

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1) In Italy, compulsory education is from the 6th to the 14th birthday. This period normally covers 8 years of schooling; primary education (5 years) and first cycle of secondary education (3 years). Henceforward, for definitions and classification of the Italian educational system we refer to Classification of Educational Systems: Austria, Ireland, Italy, OECD, Paris, 1973.

Table 3

MINISTRY OF EDUCATION OUT-OF-SCHOOL ACTIVITIES TO EDUCATE ILLITERATES AND TO COMPLETE PRIMARY EDUCATION

School year	Primary education courses		Summer and weekend schools		Courses to refresh basic knowledge	Total attending		
	Students attending	Successful students	Students attending	Successful students	Students attending	No.	Annual variations as %	% Males
1964-65	193,613	141,254	5,103	3,456	14,331	213,067		57.7
1965-66	218,557	159,380	6,289	4,906	8,577	233,423	+ 9.6	56.9
1966-67	189,146	128,839	5,472	4,315	7,030	201,648	-13.6	58.2
1967-68	179,427	127,044	5,446	4,170	4,669	189,542	- 6.0	56.6
1968-69	143,390	106,018	5,150	3,645	3,419	151,959	-19.8	57.9
1969-70	135,489	98,486	5,489	4,112	2,558*	143,536	- 5.5	54.3
1970-71	128,424	92,617	4,975	3,493	1,700	135,099	- 5.9	54.2
1971-72	111,358	83,113	5,718	4,287	1,101	118,177	-12.5	53.4
1972-73	79,561	61,570	4,661	3,686	506	84,728	-28.3	53.1
1973-74**	59,682	45,467	3,848	3,179	310	63,840	-24.7	52.8

Sources: calculated from internal data from the Ministry of Education, Directorate for Adult Education.

* Estimated by interpolation.

** Provisional data.

it tended to decrease conspicuously: attendance in 1973-74 was only 30 per cent of that in 1964-65.(1) The decrease of the number of illiterates and their increasing average age are the fundamental reasons for the decline of such activities. Remedial studies for adult illiterates,, in fact, present particular difficulties, and require special systems and methods of education.

Courses for the completion of compulsory schooling

The other initiatives undertaken by the Ministry of Education in this field are basically concerned with courses for the revision of educational material in secondary education (CRACIS). They are designed to provide an opportunity to complete secondary school work for those who reached school leaving age and continued their studies only in part, if at all. The CRACIS courses began in 1959-60, and are of two kinds:

a) Ordinary courses of three years' duration, with a programme of 18 hours a week for 7 months;
b) Courses for those doing National Service, where the organisation is slightly different, according to the specific needs of the participants.

The figures for those attending CRACIS courses are given in Table 4. They are fairly low (we can estimate that up to 1973-74 65,000-75,000 adults have been able to compete their studies). However, it is interesting to remark that numbers have been rising steadily, since these courses have been for 15 years the only way of recuperating the years of compulsory schooling.

In 1973-74 two kinds of educational activity began: CRACIS courses for workers inspired by educational leave policies (2) and those for continuation of studies in separate subjects. The latter are designed to extend knowledge in specific fields (modern foreign languages, accountancy, local history and culture, etc.), and so they cannot be strictly categorised under the heading of completion of secondery schooling, since they can sometimes form a part of vocational education programmes, or of liberal and cultural activities. In 1973-74, 197 were organised, with about 3,940 people taking part.

Expenditure

In 1973 the Ministry of Education spent 8,859 million lire on out-of-school activities in the field of literacy programmes together with the courses for completion of compulsory education. Just over half of

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1) In fact, since 1972-73 the demand for courses to refresh basic knowledge had practically stopped, one reason being that no certificate was given at the end. Hence those courses were phased out in 1974-75.

2) See Part 7.

Table 4

MINISTRY OF EDUCATION OUT-OF-SCHOOL ACTIVITIES FOR THE COMPLETION OF COMPULSORY EDUCATION

School year	Ordinary CRACIS courses		CRACIS courses for those doing National Service		Total students attending		
	Students attending	Successful students	Students attending	Successful students	No.	Annual variations as %	% Males
1964-65	8,830	6,180	-	-	8,830		74.4
1965-66	10,369	7,477	-	-	10,369	+17.4	76.5
1966-67	10,674	6,895	-	-	10,674	+ 2.9	75.5
1967-68	11,060	6,963	-	-	11,060	+ 3.6	76.2
1968-69	10,233	7,787	-	-	10,233	- 7.5	74.5
1969-70	11,134	8,672	4,564	3,400	15,698	+53.4	81.2
1970-71	15,200	12,171	5,218	3,913	20,418	+30.1	79.2
1971-72	17,256	14,711	5,292	4,093	22,548	+10.4	78.9
1972-73	22,341	19,024	5,938	4,739	28,279	+25.4	76.9
1973-74*	23,397	20,511	6,127	4,850	29,524	+ 4.4	..

Sources: Calculated from internal data from the Ministry of Education, Directorate for Adult Education.

* Provisional data.

this sum was for remedial work for illiterates. The courses of first cycle secondary education, although the number attending is considerably less, cost considerably more, and take up over 48 per cent of the total expenditure (see Table 5).

Table 5

MINISTRY OF EDUCATION EXPENDITURE ON OUT-OF-SCHOOL LITERACY PROGRAMMES AND COURSES FOR COMPLETION OF COMPULSORY EDUCATION. 1972-73

Type of course	No. of courses	No. of students attending	Expenditures (in 1,000 lire)	Expenditures per course (in 1,000 lire)
Courses of primary education	5,619	79,561	4,362,230	776.3
Summer and weekend schools	339	4,661	220,462	650.3
Courses to refresh basic knowledge	28	506	2,075	74.1
Total literacy programmes	5,986	84,728	4,584,767	765.9
Ordinary CRACIS courses	1,196	22,341	3,328,569	2,783.1
CRACIS courses for those doing National Service	294	5,938	944,212	3,211.6
Total CRACIS courses	1,490	28,279	4,272,781	2,867.6
Total	7,476	113,007	8,857,548	1,184.7

Source: Calculated from internal data on the 1973 budget from the Ministry of Education, Directorate for Adult Education. I am indebted to V. Bianchini for preliminary calculations.

Criteria of estimation: Subsidies to bodies organising courses of primary education and CRACIS courses are divided in proportion to the number of courses. Monetary aid for students has also been divided proportionally, except in the case of National Service students. Some money for staff claims (reimbursement for non-teaching staff, teachers' refresher courses and seminars, and assistance for teachers) has been allotted to each of the different kinds of courses and those shown in Table 17, in proportion to the staff expenditure.

One important characteristic of these activities is that a considerable number take place in southern Italy, where the problems of illiteracy and of early school leaving are more serious: 75.9 per cent of the courses in primary school education take place in the south, 75.0 per cent of the summer schools, 90.5 per cent of weekend schools, 86.9 per cent of the courses to refresh basic knowledge, 47.9 per cent of the CRACIS courses and 51.3 per cent of the continuation of studies in separate subjects.(1) The difference in the cost of the various kinds of courses shows clearly that the less expensive educational activities are concentrated in the south. The regional distribution of expenditure, therefore, benefits the south in a fairly small way.(2)

Out-of-school activities organised by local authorities

The local authorities - local municipal councils - do a certain amount to remedy illiteracy and to provide basic training for adults. Some of the larger authorities in the north, such as Milan and Turin, have always played a significant part in these activities. However, it is practically impossible to give any statistical information about this, since the local authority accounts do not make a clear distinction between this kind of educational programme and those concerned with education and culture.

In many cases it appears that, as the Ministry of Education has taken on more responsibility for these activities, so the responsibility of the local authorities has decreased.(3) With the exception of a few cases therefore the initiatives of the local authorities in this field are of little importance at the moment.

Regular 'middle school' courses especially designed for adults

Besides these out-of-school courses, some ad hoc activities for workers began in 1969-70, at the level of the secondary 'middle school'. These are evening classes, mainly in third year of the course (to which even those workers who have not completed the preliminary courses are admitted, after an interview to assess their educational level); the timetable can be reduced by omitting subjects of minor importance.

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1) Source: internal data, not published here, from the Ministry of Education, Directorate for Adult Education (school year 1973-74).

2) It should be noticed, however, that the regional distribution of CRACIS courses for those doing National Service is not indicative of the regional distribution of participation, because of the geographical mobility of people undergoing National Service.

3) For instance, the Turin municipal authority reduced its contribution from 94.2 million in 1964-65, which was spent on 88 courses of primary education and 81 courses for completion of compulsory education, to 11 million in 1972-73, which went to educational material and contributed to the cost of transport of students to and from the courses run by the Ministry of Education (Source: internal data from the Turin municipal authority, Department of Education).

However, the organisation of the courses for adults is very uneven, since curricula and teaching methods are basically the same as those used for the ordinary 'middle school', which are designed for children aged 11-14 years. For this reason, these courses have a limited scope for development. In 1972-73 there were 304 classes, with about 5,150 participants, and a total expenditure of 2,161 million lire.(1) In 1973-74, the number of classes was 319.

IV. REGULAR POST-COMPULSORY EDUCATION SPECIALLY DESIGNED FOR ADULTS

Courses in technical and vocational secondary education

Regular education specially designed for adults is considerably more developed for those who have completed their compulsory schooling, particularly in the technical and professional schools.(2) To understand the extent of these activities and their main characteristics properly, it must be remembered that in Italy regular education is the only way to further education. The possibilities for upward occupational and social mobility are to be found by promotion in the work situation (and this is only aided in part by vocational training programmes),(3) or by returning to the regular school and university system.

The adaptation of the school system to the educational needs of adults, particularly of those in employment, has hitherto been fairly restricted, and has been carried out in partial measure only. It therefore requires a considerable effort for a worker to begin to attend an institute of secondary education, whether for the first or the second time.(4) Despite these difficulties, the number of workers taking part in these courses is not inconsiderable, and is showing

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1) Sources: for the number of classes and pupils, internal data from the Ministry of Education, Directorate for First Cycle Secondary Education. For expenditures, estimated average expenditure per class from CENSIS (1974) "La situazione educativa del Paese", Quindicinale di note e commenti, 211-212, pp. 943-1108, p. 1102, having deducted the expenditure for physical education. I am indebted to G. Allulli for useful information on the subject.

2) For the main points of the two kinds of education, see OECD Classification of Educational Systems, op. cit., pp. 73-74. It should be noted that Technical Institutes are classified under technical secondary education a), while Professional Institutes are classified under technical secondary education b).

3) See part 5.

4) However, some alterations in the working hours have recently been introduced by labour laws and collective bargaining.

signs of increasing.(1) Another reason for this is that the certificate of completion of studies is still important for recruitment purposes and in the hierarchy of organisation structures.

Courses of technical instruction for workers

The setting up of industrially oriented evening courses for worker students in the Technical Institutes began in 1964. After this, the principle was applied to other fields of technical instruction, and to other kinds of secondary education. Besides this, various modifications were made to try to adapt the organisation, the timetable and the content of courses to the specific needs of the students.(2) At the present time, the main aspects of these courses can be summarised as follows: students must be workers (employed, self-employed, or temporarily unemployed) aged between 15 and 40; the courses take place in the evening, and have a reduced timetable (they exclude certain subjects and devote less time to others); the number of pupils in a class is quite small, from ten to twenty, and it is likely that the necessary changes will be made in the teaching methods. However, the content and length of the course are basically the same as those of the ordinary school.

The number of those taking part has nearly quadrupled in the years between 1965-66 and 1973-74, and there are now over 43,000 (see Table 6). Over half of them are in the industrial sections; the other sections with a high number of student workers are the commercial ones (28.7 per cent) and that for surveyors (17.6 per cent) (see Table 7). It appears quite clearly that the development of these courses is directly related to a desire for upward mobility, and the opportunities for achieving it which can be found in the industrial sector. This fact accounts also for the marked concentration of these courses in northern Italy, where the industrialisation process has taken place on a larger scale.(3)

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1) For a concise summary of the problems of the student workers, see Rossi (1972).
It is interesting to see that the demand for further education is stronger in the post-compulsory instruction cycle than it is for the completion of compulsory education, even if the potential demand for the latter is greater (see Tables 1 and 2). It seems that this is governed by the greater knowledge and capacity for expressing educational needs of those who already have a certain basic education.

2) The main provisions for this are set out in a series of circulars from the Ministry of Education (No. 167 of 10.4.1964, No. 411 of 29.10.1966, No. 397 of 8.11.1967, No. 140 of 8.3.1968, No. 254 of 19.9.1971, No. 223 of 26.7.1972).

3) Source: internal data from the Ministry of Education, Directorate for Technical Education, on the regional distribution of institutes and classes.

Table 6

REGULAR TECHNICAL AND VOCATIONAL SCHOOL COURSES
OF THE MINISTRY OF EDUCATION SPECIALLY DESIGNED FOR ADULTS

School Year	Technical Institutes		Professional Institutes	Total pupils	
	No. of pupils	No. of certificate holders	No. of pupils	No.	Annual variations as %
1964-65	..	-	..	..	
1965-66	11,797	-	9,496	21,293	
1966-67	12,366	-	10,227	22,593	+ 6.1
1967-68	16,122	-	10,959	27,081	+19.9
1968-69	19,279	2,612	12,889	32,168	+18.8
1969-70	22,273	3,178	9,932(1)	32,205	+ 0.1
1970-71	29,729	4,347	6,975	36,704	+14.0
1971-72	35,168	5,336	6,885	42,053	+14.6
1972-73	41,959	7,188	9,298(1)	51,256	+21.9
1973-74	43,141	7,700	11,710	54,851	+ 7.0

Source: Calculated from internal data from the Ministry of Education, Directorate for Technical Education and Directorate for Vocational Education.

1) Estimated by interpolation.

Vocational courses for workers

The organising and adapting of vocational courses for workers, designed to meet their particular needs, has similar characteristics. However, the growth in the numbers of those attending is quite different. There were almost 10,000 of these in 1965-66. The numbers increased a certain amount in the next three years, and dropped suddenly in 1970-71. This coincides significantly with the very large increase in the numbers of students following technical evening courses. In 1973-74 numbers reached their former level (see Table 6). Therefore, attendance at these courses is not increasing, and the majority of workers prefer the courses at technical institutes, even if they are longer and harder, probably because they offer greater opportunities for professional upgrading and also because they allow the student to continue his studies in higher education.(1)

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1) In fact the professional institutes do not allow for progression. The possibilities for students to continue their studies are limited to a few thousand places on experimental courses. See: U. Trivellato and L. Bernardi, "La sperimentazione negli istituti professionali nel Veneto: elementi per una prima valutazione" Formazione e Lavoro, 52-53, pp. 86-104, 1972.

Table 7

MINISTRY OF EDUCATION EXPENDITURES ON REGULAR TECHNICAL AND VOCATIONAL SCHOOL COURSES FOR ADULTS. 1972-73 AND 1973-74

Type of Education and Institutes	1972-73				1973-74			
	No. of classes	No. of pupils	Expenditure (in 1,000 lire)		No. of classes	No. of pupils	Expenditure (in 1,000 lire)	
			Expenditure per class	Total expenditure			Expenditure per class	Total expenditure
Tech. Institutions								
Commercial	1,099	12,638	..	..	1,144	12,355	8,260	9,452,872
For surveyors	606	8,044	..	..	705	7,614	8,365	5,897,325
Industrial	1,114	20,926	..	..	1,112	22,737	12,650	14,066,800
For business experts	13	237	..	..	11	228	8,263	90,893
Nautical	7	99	..	..	10	150	11,400	114,000
For girls	5	55	..	..	4	57	8,870	35,480
Total	2,844	41,959	9,720	27,643,370	2,986	43,141	9,932	29,657,370
Voc. Institutions								
Agriculture	..	..	..	..	112	2,105	10,000	1,120,000
Trade	..	..	..	..	173	4,097	8,200	1,418,600
Industry and craft	..	..	..	..	280	5,355	12,000	3,240,000
For girls	..	..	..	..	9	153	12,000	108,000
Total	470	9,298	10,380	4,878,600	564	11,710	10,437	5,886,600
TOTAL	3,314	51,257	9,814	32,522,280	3,550	54,851	10,012	35,543,970

Sources: Unit expenditures per class: for the year 1972-73, data about the final balance from CENSIS (1974), op.cit., p. 1102, having deducted the expenditure for physical education; for the year 1973-74, internal data about the budget of the Ministry of Education, Directorate for Technical Education and Directorate for Vocational Education. These figures probably over-estimate the unit and total expenditures, because no deduction is made for reduced school hours, except for physical education. The overestimation is no more than 10 per cent. However, it is impossible, from aggregate data, to obtain a more precise and reliable estimate.

Even in the vocational courses, a large number of students follow industrial courses (45.7 per cent), courses in commerce (35.0 per cent) with a fair number following courses in agriculture (18.0 per cent) (see Table 7). The numbers are concentrated mainly in north Italy.

Expenditure

Technical and vocational education is particularly expensive; the total of just under 55,000 workers who attended evening courses in 1973-74 required an expenditure of about 35,500 million lire by the Ministry of Education (see Table 7).

There is little difference between the average expenditure on courses of technical and vocational studies, so that the distribution of expenditure on the two types of courses corresponds closely to the distribution figures of those attending the courses.

The Universities

It should be borne in mind that the organisation of the Italian universities is quite different from that of the traditional Anglo-Saxon one, and they are distinguished by high wastage; in some other respects, anyhow, it is suitable for attendance by workers, even if the difficulties and inconveniences for those who have taken up studies are considerable.(1)

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1) The only three available sources of information on the national level are incomplete and/or out of date:

a) from a survey carried out in 1967 on the educational circumstances of young people between the ages of 11 and 26 (see ISTAT (1969) *Indagine speciale su alcuni aspetti della vita scolastica italiana*, serie "Note e Relazioni", 39, Roma), it can be seen that 6.3 per cent of those enrolled at a university did some kind of work (on the other hand only 23.6 per cent of the total number of working students, whether at university or elsewhere, did a regular job);

b) from a survey carried out in 1970 on university students who were in their first year in 1967-68, it could be seen that 87.3 per cent were still enrolled at university. One can estimate that 28 per cent were doing some job, most of them a part-time one (see: CNEL (1971), *Rapporto sugli aspetti sociali ed economici della situazione universitaria italiana*, Franco Angeli, Milano); estimation based on the data on pp. 168, 173 and 289);

c) according to a sample survey carried out by CENSIS in 1973, 3.1 per cent of all workers were also students. Actually, 1.7 per cent were both students and family workers, 0.7 per cent were both students and part-time workers, 0.7 per cent were both students and full-time workers (the population was: workers from five regions with migration outflows, aged 16-45 and belonging to some specific occupational groups - farmers and related workers, self-employed non-farmer workers, salaried workers in building trade and services (see: CENSIS (1973a), *VII Rapporto sulla situazione sociale del Paese*, CNEL, Rome, pp. 42-43).

On the other hand, many faculties and universities have begun projects, even if only on an experimental level, which are partly designed to correspond to the workers' specific needs, particularly as regards the timetables and seminars.(1) The possibilities of even more effective changes in the methods and systems of teaching are therefore wide.(2)

V. OUT-OF-SCHOOL VOCATIONAL EDUCATION AND TRAINING

In Italy by far the largest part of adult education programmes consists of the activities of public out-of-school vocational education and training, which is designed for skilled workers. However, the statistical documentation of these activities is particularly fragmentary and unsystematic. For various technical reasons, which need not be gone into here, the official statistical series systematically under-estimate the most important group of initiatives, namely those which were formerly (up to 1972) under the auspices of the Ministry of Labour.(3) In addition, the part played by the State as regards 'artisan and professional education', and the matters of finance and staffing connected with it, have largely been taken over by the regional authorities,(4) and this decentralisation has caused some delay in co-ordinating the surveys centrally.

Using various sources, and making the relevant adjustments, the series can be completed as far as 1971-72.(5) The subsequent development of initiatives in the field by the regional administrations is happening very slowly in almost all the regions, by means of temporary legislation, and the continuity as regards the previous tendencies is fair. So we can assume that on the whole no substantial changes have yet taken place.

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1) In some places a certain amount of money is set apart especially for the teaching staff, for which the university or the local authorities are responsible.

2) The law of 30.11.1973, no. 766 allows the setting up of teaching posts for evening courses for workers, but so far this provision has not been put into practice.

3) For a detailed discussion of the various available sources, the reliability of the respective statistical series, and the selection criteria of the more complete and reliable information, see Trivellato, Bernardi, op. cit., pp. 21-31.

4) The transfer of the functions of the State to the Regions was established by the decree from the President of the Republic, No.10, dated 15.1.1972.

5) Except where otherwise indicated, the following references to out-of-school vocational education and training authorised by the Central Government, and therefore financed with public funds, have been taken from Trivellato, Bernardi, op. cit.

Courses in vocational training authorised (up to 1972) by the Ministry of Labour

Activities carried out under the auspices of the Ministry of Labour until 1971-72 for vocational education of skilled labourers consisted of the following:

a) ordinary courses for unemployed young people and for workers in employment;
b) special courses for unemployed workers, emigrants, physically disabled, etc.;
c) complementary courses for apprentices.

It should be remembered that all these vocational training courses were authorised and subsidised on the grounds of law no. 264, passed on 29.4.1949. This law was intended "as special provision to attempt to solve the serious post-war problem of unemployment, rather than a set of previsions for professional education".(1) The subsequent development, in fact, came about through a series of fragmentary adjustments, and not through one single comprehensive plan.

The courses were and still are managed not by the body in authority - first the Ministry of Labour and now the Regions - but rather by several bodies, religious ones and those run by trade unions (or at least by organisations concerned with the world of labour), whose capacity for promoting this work forms one of the most important variables in the development of the whole system of out-of-school vocational education.

Ordinary courses

The ordinary courses already authorised by the Ministry of Labour are designed for young people not in employment, and for workers, whether employed or not. Without any doubt, they represent the most important and most solidly-based part of the out-of-school professional education. People with the first cycle of secondary school certificate are admitted to these courses; those who have not obtained this certificate may attend if they are aged over fifteen. Moreover, those wishing to do the courses must be on the employment agency lists.(2)

In theory, the courses are of one year's duration, or, in certain cases, of two. However, in practice there are a number of

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1) See: CENSIS (1972), La formazione professionale in Italia, 2 vol. Il Mulino, Bologna.

2) This is the legal point which, together with the general declaration of article 2 of law no. 456 of 4.5.1951, permits the financing of educational activities mainly intended for hitherto unemployed young people, as will be discussed in Part V.

courses lasting more than one year: the two or three courses necessary for qualification and specialisation in any particular profession follow one another, even if they are formally separate.

There is also a distinct difference between professional courses in the agricultural sector and courses in other sectors. On the whole, the former consist of short courses, which take up 70-90 hours per year and are intended for rapid technical and professional updating. The industrial and tertiary courses are, on the whole, full-time courses (in 1969 the average hours of participation required from the student were 1,082 and 709 respectively)(1) and are designed for the initial training of skilled workers. The phenomenon of 'long' professional training is also concentrated in the ordinary courses in the industrial and tertiary sector.(2)

The number of students taking part in the ordinary courses has been growing since 1968, and in 1971 there were over 240,000 (see Table 8). As far as one is able to see from the incomplete series, the rising numbers are concentrated in the agricultural courses.(3) On the other hand, the numbers in courses for the professional industrial sector are diminishing relatively, although these courses are emphasizing their full-time characteristics (in fact, the average number of hours of attendance per pupil has not changed significantly over time).

Special courses

Several different kinds of educational initiatives can be listed under the heading 'special courses', and these include:

a) courses for unemployed and recycling courses;
b) courses for disabled private citizens, physically and mentally handicapped, prisoners and social misfits;
c) training and refresher courses for teachers;
d) courses for special projects.

The information available does not allow for any systematic distinctions among these categories. However, it is quite certain that emphasis on these various categories is very different, and that it has changed over the years. In the light of evaluations deduced from the general tendencies of the Ministry of Labour regulations, and from data published by the same Ministry on authorised courses in 1968-69,(4) three important points may be made:

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1) Data relating to the Veneto from Trivellato, Bernardi, op.cit., p.44.
2) For evidence on this point see Trivellato, Bernardi, op.cit.,pp.41-45.
3) For further evidence see also CENSIS (1972), op.cit., vol. 1, p.47.
4) See: Ministerio del Lavoro (1970), Attività della Direzione generale dell'orientamento e dell'addestramento professionale dei lavoratori nell'anno addestrativo 1968-69, Roma, p. 54.

Table 8

ORDINARY COURSES IN OUT-OF-SCHOOL VOCATIONAL TRAINING AUTHORISED BY THE MINISTRY OF LABOUR

Year	No. of students	Annual variations as %	Students per course	Hours of attendance per students	Agriculture students as % of total	Industry students as % of total	Students who have passed exams as a % of Students for whom courses were instituted
1965	161,027		19.9	563			79.1
1966	164,900	+ 2.4	20.0	563	36.0	47.5	80.1
1967	160,134	- 2.9	19.0	549	40.6	42.3	76.6
1968	176,958	+10.5	18.5	529	36.6	45.1	74.8
1969	175,961	-0.6	18.7	536	44.2	37.7	76.9
1970	208,570	+18.5	..	..	..	..	..
1971	240,118	+15.1	..	..	..	..	..

Source: Trivellato, Bernardi, op. cit., p. 48.

Table 9

SPECIAL COURSES IN OUT-OF-SCHOOL VOCATIONAL TRAINING AUTHORISED BY THE MINISTRY OF LABOUR

Year	No. of students	Annual variations as %	Students per course	Days of attendance per course	Students who have passed exams as % of students for whom the courses were instituted
1965	7,598		21.8	118	78.4
1966	8,036	+ 5.8	27.7	121	78.2
1967	7,946	- 1.1	29.8	138	80.0
1968	8,868	+11.6	28.7	105	21.9
1969	9,696	+ 9.3	27.5	131	78.1
1970	8,637	-10.9	..	..	..
1971	9,886	+14.5	..	..	..

Source: Trivellato, Bernardi, op. cit. p. 53.

- the special courses were originally specified as courses for the unemployed and it is only recently that they have been seen as intended for the disabled and handicapped;
- up to now, the development of courses for re-qualification and those for special projects has been extremely scanty;
- refresher courses for teachers were almost non-existent until 1970-71, when they began properly by reason of financial incentives from the Ministry of Labour.

In spite of recent encouragement the special courses remain an extremely small field of educational activity. Those who take part in them never number more than 10,000 and the details of the teaching and the organisation of the courses (the average number of students per course, the average number of days per student, the teaching organisation and methods) do not show any special characteristics (see Table 9).

Complementary courses for apprentices

The characteristics of the complementary courses are peculiar, and largely depend on the particular working relationship involved. The law which relates to apprenticeship (1) states: "Apprenticeship is a special working relationship, where the employer is obliged to

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1) Namely, the law No. 25 of 19.1.1955.

instruct, or to make instruction available in his business to the apprentice he has taken on, in such a way that the apprentice may acquire the necessary theory and technique to become a qualified worker". The employer must also allow the apprentice to follow a complementary course, which "is intended to instruct the apprentice in the theoretical basis essential to the acquisition of a full professional skill". Attendance at these courses is both free and compulsory for the apprentices.

The courses must take place during the school year. The standard length of the courses has been revised several times, but the time to be allotted to this complementary education is established in the first place by collective bargaining, and in the last resort by the Ministry of Labour. The supplementary principles laid down by the Ministry have tended to increase the length of compulsory courses; from 90 hours at the beginning (3 a week for 30 weeks) to 200 laid down in the circular for the school year 1970-71 (8 a week for 25 weeks).

Apprentices are either fourteen-year olds who have finished their compulsory schooling, or young people aged between 15 and 20. At the end of their practical training and complementary teaching, apprentices take an examination to assess their ability, and when they have successfully passed this, they must be taken into full employment with the qualification they have acquired.

The employment situation in Italy is characterised by a surplus of supply. In this particular situation, apprenticeship is very common - even today it reaches 700,000 - basically because it enables employers to employ young labour at low cost (indeed there is evidence to suppose that its educational value is not very high). In general, apprenticeship works well in industries which have not been intensively capitalised, and where the organisation of work is relatively flexible. This explains, among other things, both the distribution of apprentices among the sectors and as regards regions,(1) and their main concentration in craft trades (see Table 10).

There are several reasons why apprenticeship seems to be a rather inefficient type of vocational education. First of all, there is a high percentage of absenteeism from the compulsory complementary courses (only 38.2 per cent of the apprentices attend them), and this tendency is becoming more marked. Another reason is that the average number of hours of attendance per pupil at these courses is little over 60, which is the result not only of the small number of hours of attendance required by the law, but also of the high absenteeism.

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1) See CENSIS (1972), op. cit. Vol. I, pp. 95-107.

Table 10

NUMBER OF APPRENTICES AND ACTIVITIES IN COMPLEMENTARY COURSES FOR APPRENTICES AUTHORISED BY THE MINISTRY OF LABOUR

Years of training	No. of apprentices in employment	Apprentices in employment as % of total employed	% males	Apprentices in manufacturing as % of total apprentices	Apprentices in craft trades as % of total apprentices	No. of apprentices attending	Students as % of apprentices in employment	Annual variations as %	Students per Course	Hours of attendance per student
1964-65	770,884	6.4	63.4	48.6	71.0	347,805	45.1		23.9	69
1965-66	759,032	6.3	62.5	50.6	70.6	339,596	44.7	-2.4	22.7	67
1966-67	781,893	6.2	61.5	51.1	70.8	337,540	43.2	-0.6	22.8	67
1967-68	831,613	6.6	61.2	52.2	70.8	351,727	42.3	+4.2	23.1	61
1968-69	741,979	5.8	61.0	53.5	71.2	289,168	39.0	-17.8	20.5	61
1969-70	721,317	5.4	60.3	54.8	71.3	285,534	39.6	-1.3	..	..
1970-71	684,578	..	60.8	57.9	70.2	261,170	38.2	-8.5	..	..
1971-72	689,122	..	60.5	59.9	68.9	..	..	..	..	..

Source: Trivellato, Bernardi, op. cit., p. 72.

Moreover, the standard of education provided is unsatisfactory.(1) All this means, in effect, that the importance of the fact that in 1970-71 over 261,000 apprentices were attending courses, must be reassessed.

Demographic and social characteristics of those taking part

Information on the demographic and social characteristics of those taking part in the out-of-school courses in professional education run by the Ministry of Labour is almost non-existent.(2)

This gap can be filled to a certain extent by looking at the more important results of a recent sample survey (3) of the students on ordinary courses in the industrial and tertiary sector and of the apprentices doing complementary courses, in one region of Italy - the Veneto - for 1970-71. The pattern that can be seen in it is strictly applicable only to the particular situation in the Veneto. However, by careful interpretation of certain regional characteristics of socio-economic structure on the one hand and development of educational activities on the other, it can be regarded as applicable to the general overall pattern followed in Italy by the students on these courses.

Looking at Tables 11-13, the following points may be noted:

a) there is a distinct predominance of initiatives aimed at basic vocational education, and therefore at young people. By definition these include apprentices. However, even on the ordinary industrial and tertiary courses young people looking for employment are in preponderance. Moreover, both employed and unemployed on these courses have a very young average age (18.4 with 73 per cent being under 21).(4) So the average age of the total

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1) For more detailed evidence, see Trivellato U., Bernardi L, (1974), La scuola delle tute blu. Scuola, formazione professionale e mercato del lavoro, Marsilio Editori, Padova. pp. 93-106. Inefficiency in the training of apprentices is something that is also prevalent in many other countries, see CIRF (1966). Apprentissage européen, ILO, Geneva.

2) The reasons for which the data supplied by the official statistics on the students are unreliable, also call in question the reliability of the information on their distribution by sex and age. Besides these data, and a sample survey which will be referred to later, only fragmentary contributions from very restricted sample surveys can be taken into account (for a concise summary see Trivellato, Bernardi (1974), op. cit. p. 191).

3) This consists of a two-stage probability sampling, with stratification of the first stage sample units (for further information, see Trivellato, Bernardi (1974), op. cit., pp. 123-151).

4) The situation may well be somewhat different for students on the ordinary courses in agriculture.

number of students on the various types of courses taken into consideration is 16.8;

b) the percentage of males is 65 per cent and is therefore slightly higher than in secondary schools; within the courses themselves, there is a concentration of females in areas of lesser academic importance.(1) The female population is subjected to more marked discrimination as regards attendance in the regular school system at the 1st and 2nd level, but they do not compensate for this by applying to the out-of-school educational organisations in greater numbers;

c) if the social and cultural background of the students on these courses is examined, the relationship of out-of-school vocational training to the selection that takes place during the cycle of compulsory schooling becomes clear. Over a third of the pupils do not possess the first cycle secondary schooling certificate, while another 30 per cent have had difficulties in their educational career, repeating examinations at least once. Courses in vocational training are the only way for young people to compensate for gaps in their education, if they have had a frustrated academic career at school and if they are unable to stay at secondary school any longer, either for economic, or possibly socio-cultural reasons;

d) almost all students come from the lower social strata. All the factors which characterise students' families, both demographic and socio-professional and cultural, indicate that most of them come from working-class families, even if not only from manual workers' families. Over 90 per cent of students' fathers are workers in employment, or are in the lower levels of the hierarchy of the self-employed, that is, draftsmen, small traders or farmers. The figures for the academic attainments of the fathers indicate that over 91 per cent of the students' fathers have not got beyond the primary school certificate.(2)

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1) Evidence on this point is from Trivellato, Bernardi (1974), op.cit., pp. 175-176.

2) The variations among the pupils on different kinds of courses in the evaluation of these characteristics have not been commented on. Tables 11-13 do show obvious tendencies in this respect, which can be evaluated. For further information, see Trivellato, Bernardi (1974), op.cit., pp.212-227.

Table 11

DISTRIBUTION OF STUDENTS ON ORDINARY INDUSTRIAL AND TERTIARY COURSES AND COMPLEMENTARY COURSES FOR APPRENTICES IN THE VENETO IN 1970-71, BY SEX AND OCCUPATIONAL STATUS

(Percentage estimates on sample data)

Sex	Unemployed looking for first employment	Employed and unemployed previously employed	Apprentices	Total
Males	25.7	8.5	65.8	100.0
Females	22.6	7.6	67.2	100.0
Total	24.6	8.2	67.2	100.0

Source: Trivellato, Bernardi (1974), op.cit., p. 192.

Table 12

AGE DISTRIBUTION OF STUDENTS ON ORDINARY INDUSTRIAL AND TERTIARY COURSES AND COMPLEMENTARY COURSES FOR APPRENTICES IN THE VENETO IN 1970-71, BY SEX AND OCCUPATIONAL STATUS

(Percentage estimates on sample data and average ages)

Age	Occupational status			Sex		
	Unemployed looking for first employment	Employed and unemployed previously employed	Apprentices	Males	Females	Total
14	16.2	6.2	2.8	6.5	6.2	6.4
15 ÷ 17	72.6	45.2	79.2	73.0	78.1	74.8
18 ÷ 20	9.5	21.6	17.6	17.4	13.2	15.9
21 and over	1.7	27.0	0.4	3.1	2.5	2.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
Average age	16.3	18.4	16.7	16.8	16.7	16.8

Source: Trivellato, Bernardi (1974), op. cit., p. 194.

Table 13

DISTRIBUTION OF STUDENTS ON ORDINARY INDUSTRIAL AND TERTIARY COURSES AND COMPLEMENTARY COURSES FOR APPRENTICES BY REGULARITY OF ATTENDANCE, PROFESSIONAL STATUS OF FATHER, AND ACADEMIC ATTAINMENT OF FATHER, ACCORDING TO SEX AND OCCUPATIONAL STATUS, IN THE VENETO IN 1970-71

(Percentage estimates on sample data)

	Sex		Occupational status			
	Males	Total	Unemployed looking for first employment	Employed and unemployed previously employed	Employed and Unemployed	Apprentices
A. Males as % of total		65.0	67.9	67.7	67.9	63.6
B. Regularity of attendance for the first cycle certificate						
- With 2nd cycle of secondary education certif.	3.8	5.0	4.6	17.8	7.8	3.5
- Regular attendance for 1st cycle certificate	25.4	29.9	47.4	42.5	46.2	22.0
- With 1st cycle cert., having repeated at least one course	37.8	29.7	27.1	22.7	26.0	31.6
- Without secondary education cert.	33.0	35.4	20.9	17.4	20.0	42.9
Total	100.0	100.0	100.0	100.0	100.0	100.0
C. Professional status of father						
- Clerical workers	4.0	5.4	8.1	13.1	9.4	3.5
- Self-employed	29.5	28.1	32.9	31.5	32.8	25.9
- In employment	61.3	60.3	49.8	50.2	49.9	65.3
- Non-workers	5.2	6.2	9.2	4.2	7.9	5.3
Total	100.0	100.0	100.0	100.0	100.0	100.0
D. Academic attainment of father						
- Without primary education cert.	26.6	25.6	20.0	13.8	18.3	29.0
- Primary education certificate	65.4	65.9	63.6	69.1	65.0	66.4
- 1st cycle secondary education certificate	4.6	4.6	9.5	8.1	9.2	2.4
- 2nd cycle secondary education certificate	3.4	3.9	6.9	9.0	7.2	2.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Trivellato, Bernardi (1974), op.cit., p. 176.

Other vocational training programmes authorised by public authorities, and concise evaluations of the overall picture of the activities in vocational training

Other vocational training programmes

The other initiatives in vocational training for skilled workers organised by the State consist mainly of courses authorised by the Provincial Councils for Technical Education, formerly under the auspices of the Ministry of Education and now under those of the Regions.(1) The organisation and the methods of instruction of these courses, like those organised by the other Ministries and regional authorities,(2) vary greatly. However, on average, most of the courses are shorter than those offered by the Ministry of Labour and attract higher numbers both of employed and unemployed. Numbers of students taking part in these educational activities vary over the period in question between 95,000 and 128,000 and there is no regular pattern (see Column IV of Table 14).(3)

The extent of the overall participation in public out-of-school vocational training programmes

The total number of people taking part in the out-of-school vocational training now administered mainly by the regional authorities amounted to 600,000 in 1971-72 (see Table 14). Overall participation from 1964-65 onwards has not increased; in fact it has shown a slight tendency to decrease. On the other hand, the importance of the various courses has changed considerably, the longer courses becoming more popular.

Educational initiatives of this kind are concentrated mainly in the north, although the differences in regional distribution are tending to diminish. "Where industry is better established and more widespread, as it is in the north, and to a lesser extent in Central Italy, /ordinary/ courses in specialisation and advanced training for employed workers /and courses for apprentices/ are considerably more than the national average, while in the South and on the islands there is a greater number of /ordinary/ courses in basic vocational education rather than other kinds of courses".(4)

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1) See note 4., p.190.

2) However, refresher courses for civil servants and vocational courses for those doing National Service have not been taken into account in these surveys.

3) Those following courses run by the Provincial Councils consisted of 78.6 per cent to 92.6 per cent of the total number of students following all the educational courses, and this percentage is tending to rise.

4) See CENSIS (1972), op. cit., Vol. I, p. 53.

Table 14

STUDENTS TAKING PART IN PUBLIC OUT-OF-SCHOOL VOCATIONAL TRAINING

School year	Ordinary and special courses authorised by the Ministry of Labour	Complementary courses for apprentices	Total of educational activities of Ministry of Labour (I and II)	Other courses in public out-of-school vocational training	Total of public vocational training (III and IV)	
					No.	Annual variations as %
	I	II	III	IV	V	VI
1964-65	168,625	347,805	516,430	127,863	644,293	
1965-66	172,936	339,596	512,532	95,147	707,679	-5.7
1966-67	168,080	337,540	505,620	108,789	614,409	+1.1
1967-68	185,826	351,727	537,553	104,408	641,961	+4.5
1968-69	185,657	289,168	474,825	97,652	572,477	-10.8
1969-70	217,207	285,534	502,471	104,754	607,495	+6.1
1970-71	250,004	261,170	511,174	97,710	608,884	+0.2
1971-72	..	..	484,348(1)	116,804(2)	601,152	-1.3

Source: Trivellato, Bernardi (1974), op. cit., p. 335.

1) Estimated on the basis of ISTAT data (see ISTAT (1974a), op. cit., p. 227), on the hypothesis that under-estimate registered in the previous school year is stable.

2) Source: ISTAT (1974a), op. cit., p. 227.

Expenditure

The evaluation of overall state expenditure on these educational activities presents some problems, because of the way in which funds are distributed and accounts rendered.(1) For instance, as regards the activities formerly dealt with by the Ministry of Labour, the information that can be obtained at the national level is relevant to the budgets of the Fund for Vocational Training of Workers, through which the Ministry at one time dealt directly with the course expenses and now distributes the sums to the regional authorities; some information on the use of the finances for the authorised courses is also available.(2) Unfortunately neither of these sources can give adequately reliable evaluations of the overall actual expenditure.(3)

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1) For further information, see Trivellato, Bernardi (1974), op. cit. pp. 77-81.

2) See CENSIS (1972), Vol. I., op. cit. pp. 84-94 and 103-105.

3) See also Trivellato Bernardi, (1974), op. cit., pp. 77-81.

It is true that other more accurate analyses of the expenditure based partly on ad hoc information are available. But the estimates are on the one hand relative to a particular region,(1) and on the other carried out at a micro level and deal with the structure and the variations in the individual expenses of different centres and courses in vocational training.(2) It is not possible therefore to make generalisations by combining the estimates of the public expenditure in Italy on the different kinds of educational programmes included in the out-of-school vocational training.

No more than a largely conjectural estimate of the total expenditure may be made. It will be presented in the context of the conclusive evaluations.(3)

Private initiatives in vocational education and training

There are many important activities in the field of education, particularly vocational, which are organised by private bodies and profit-making institutions. Even if these educational enterprises are not included in this survey,(4) it is useful to note the most important, namely:

a) courses of various kinds organised by profit-making institutions;
b) educational activities within factories;
c) management education organised outside the university system.

As regards the educational activities organised by profit-making institutions, the shortage of information is particularly acute. However, the widespread distribution of the following private courses should be taken into account: private courses for the completion of interrupted secondary school education, numerous schools of foreign languages (according to official data, they amount to 117 (5) and they are presumably attended by adults) and the recent development of courses for workers in the field of electronic data processing. As for correspondence schools, the only information available, which is now out-of-date, is in a sample survey carried out by ISTAT, which gives as a rough estimate of the percentage of young people between 11 and 26 following these courses the low figure of 3 per cent.(6)

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1) See Trivellato, Bernardi, (1974), op.cit. pp.81-104 and 113-120.

2) F. Neri (1974), La formazione professionale. Un nuovo strumento di politica economica, Vita e Pensiero, Milano, pp.169-190.

3) See Part 8.

4) This survey is limited to the formal adult education provided by public authorities or subsidised with public funds (see Part I).

5) See CENSIS (1974), op.cit., p. 1074.

6) See ISTAT (1969), op. cit., pp.31-32.

The information on the educational activities in factories is also, in general, sporadic and incomplete. However, it is reasonably safe to say that, apart from the schools run by the large national businesses (Lancia, Erba, Fiat, Pirelli, Siemens), this field is steadily diminishing in size.(1) However, one notable exception is the educational activity of ANCIFAP, the National Association of the Centres for Vocational Education and Training of the IRI, the largest public financial holding in Italy. The ANCIFAP is an organising body for vocational training, and in this respect it benefits from the system of subsidies and controls once run by the Ministry of Labour and now by the Regions; but is also instrumental in the educational policy of the IRI - this group co-ordinates both factories and sectors - and also provides a practical service for the specific and precise educational needs of individual firms and factories. The particular characteristics of the activities of ANCIFAP are the high standard of education (planning of course content, a wide range of techniques of application, a systematic use of new methods of communication and learning), and the variety of educational initiatives for which it has been responsible. The courses for adult workers are the most numerous;(2) the initiatives go as far as the education of technicians and even refresher and training courses for the teachers.(3)

Besides the management education organised in the university faculties and in special schools affiliated to the universities, a certain amount takes place in the private institutes of education, in organisations within the factories, by specialist centres, by professional associations, etc. In all there are 21 educational institutions of this kind.(4)

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1) See CENSIS (1972), op. cit., Vol. I, pp. 127-134, for a brief summary.

2) The terminology is that used by ANCIFAP. 'Adults' is intended as opposed to 'young'.

3) For analytical information on the work of ANCIFAP, see CENSIS (1972), op. cit., Vol. I, pp. 109-127, and the archives of the association itself. In 1972-73 18,691 people (of which 1,015 were young workers, 12,249 adult workers, 2,767 technicians, and 1,124 teachers), took part in ANCIFAP courses, at a cost of 5,124.1 million lire (see ANCIFAP (1974), Bilancio e relazioni esercizio 1972-73, Roma. Care should be taken in the interpretation of these data. The ANCIFAP activities are subsidised partly by the Ministry of Labour and by the Regions, and so there is some danger of double counting.

4) See M.L. Lombardi, R. Varvelli (1974), "Formazione, passaggio indispensabile", Impresa e Società, 71-72, pp.3-7., and for further information N.C. Churchill, W.C. Frederick, R.H. Holton (1973), La 'Management Education' in Italia, Analisi e raccomandazioni, Programma di Formazione Manageriale, Torino, pp.157-159. Previously, a survey on the subject was carried out by the Comitato Nazionale per la formazione del personale tecnico e scientifico (1969).

VI. LIBERAL AND CULTURAL STUDIES

The initiatives of the Ministry of Education

Most of the liberal and cultural programmes of adult education organised and financed by the State are co-ordinated by the Ministry of Education via the Directorate for Adult Education. They can be grouped under two main headings:

a) courses in musical appreciation, divided into choral or band and orchestra classes. One year's course lasts approximately six months, with a timetable of 12.5 hours per week;

b) courses of instruction for adults wishing to have more information on their social, cultural and political surroundings (courses for parents on the problems of the family and its relationship with the school; conferences and seminars are arranged for the instruction of teachers and animators). The courses for adults and parents last from 30 to 100 hours; the periods of residential activities have a minimum length of 4 days.

The Directorate for Adult Education is also responsible for the setting up of institutions for the educational activities. In the main these are Reading Centres, which are designed to improve the cultural level of ordinary citizens, using what library material may be available and suitable and audio-visual aids.(1) Recently this kind of activity has been concentrated in the Social Centres of Permanent Education, which aim at a more complete cultural and social development, and also, to a certain extent, at a better supply of material in the institutions and for the actual teaching. At these various centres, there are many activities: the culturally oriented courses of formal adult education discussed above, programmes for literacy and for the completion of compulsory schooling, informal adult education activities and cultural activities which have no direct educational purpose or which are not planned in a systematic sequence.(2) However it is impossible to disentangle the various programmes either as regards those taking part or the finances.

The various kinds of courses of the cultural and liberal type, the extent of participation and public expenditure on them are shown in Tables 15-17. During the period in question, no marked tendencies towards expansion can be observed. In all, in 1972-73 just over

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1) Among these centres, the more important are the Reading Centres of Pedagogical Education, which aim to enlarge and improve the teaching and cultural training of the teachers and animators in the adult education activities.

2) According to the ISCED definitions adopted here (see part I), this last type of activity should be excluded from the scope of adult education.

Table 15

COURSES IN MUSICAL APPRECIATION AND IN LIBERAL AND CULTURAL ADULT EDUCATION RUN BY THE MINISTRY OF EDUCATION

School year	Courses in musical appreciation			No. of courses of adult education (1)						
									Total	
	No. of pupils enrolled	Annual variations %	% males	Courses for adults	Courses for parents	Residential courses	Conferences (2)	Seminars	No.	Annual variations as %
1964-65	27,323		77.6	2,108	657	184	79	-	3,028	
1965-66	31,916	+16.8	80.5	2,144	754	224	51	20	3,193	+5.4
1966-67	30,304	-5.1	80.7	2,752	852	335	74	39	4,052	+26.9
1967-68	31,511	+4.0	79.9	2,160	746	293	55	32	3,286	-18.9
1968-69	31,549	+0.1	79.9	3,118	1,036	517	89	42	4,802	+46.1
1969-70	30,123	+4.5	78.1	3,867	1,785	1,820	680	300	8,452	+76.0
1970-71	37,430	+24.3	77.3	4,462	2,126	2,000	700	165	9,453	+11.8
1971-72	48,112	+28.5	75.6	4,073	1,643	1,002	255	130	7,103	-24.9
1972-73	43,078	-10.5	70.5	3,864	1,598	930	229	124	6,745	-5.0
1973-74	30,563	-29.1	71.8	3,777		819	288	69	4,973	-23.2

Source: Calculated from internal data from the Ministry of Education, Directorate for Adult Education.

1) There is only enrolment, and not registration for these

2) With a maximum of 30 people per course.

Table 16

CENTRES OF CULTURAL ACTIVITIES RUN BY THE MINISTRY OF EDUCATION

School year	No. of centres of cultural activities (1)					
	Permanent Reading Centres	Travel-ling Reading Centres	Reading Centres for Peda-gogical Education	Social Centres for Permanent Education	Total	
					No.	Annual variations as %
1964-65	5,800	65	..	-	..	
1965-66	5,847	65	249	-	6,161	
1966-67	5,824	65	249	-	6,138	-0.4
1967-68	5,761	65	250	-	6,076	-1.0
1968-69	5,457	65	250	23	5,795	-4.6
1969-70	4,784	64	250	600	5,698	-1.7
1970-71	4,250	58	250	950	5,408	-5.1
1971-72	3,739	54	250	1,099	5,142	-4.9
1972-73	3,541	51	245	1.171	5,000	-2.6
1973-74	3,507	50	251	1,201	5,009	-

Source: internal data from the Ministry of Education, Directorate for Adult Education.

1) No enrolment is necessary at these centres. The average number of students for the Permanent Centres is 25; this goes up to several hundreds for the Social Centres and the Travelling Centres.

Table 17

EXPENDITURE BY THE MINISTRY OF EDUCATION ON LIBERAL AND CULTURAL ACTIVITIES FOR ADULTS. YEAR 1972-73

	No. of courses or centres	No. of partici-pants	Expendi-ture (in 1,000 lire)	Expend./ centre or Expend./ course (in 1,000 lire)
Courses in musical appreciation	1,880	43,078	1,374,641	731.2
Courses in adult education	6,745	167,490(1)	946,904	140.4
Permanent Reading Centres	3,541	-	1,613,278	455.3
Travelling Reading Centres	51	-	167,121	3,277.0
Reading Centres for Pedagogical Education	245	-	79,694	325.3
Social Centres for Permanent Education	1,171	-	965,437	824.5
Total	-	-	5,147,075	-

Sources and criteria of estimation: see Table 5.

1) The distribution of participants among the various types of courses is as follows (% males in brackets): courses for adults: 85,969 (61.9); courses for parents: 42,878 (52.5); residential courses: 25,885 (66.4); conferences: 8,248 (62.0); seminars: 4,510 (59.1). The male percentage of the total is 60.1.

210,000 adults took part in formal programmes, and about 5,000 centres of cultural activities were organising courses. Public expenditure was 5,148 million lire and this is indicative of the minor importance of this activity.(1)

VII. EDUCATIONAL ACTIVITIES IN THE FRAMEWORK OF EDUCATIONAL LEAVE POLICIES

New educational opportunities arising from collective bargaining on educational leave

Improved educational opportunities have recently been offered to workers as a result of the important innovation in 1973 of collective bargaining on educational leave. The pioneers were the 'metal-mechanics' (car and steel workers), who obtained 150 paid hours of leave per worker over a three-year period; this time for instruction could also be used in one year.(2) This has developed and spread fairly fast. Fifteen categories of workers out of those who in 1973 and 1974 renewed their collective agreements, included specific terms concerning a fixed number of hours of leave, either fully or partly paid, to be used by the workers for study.(3)

This educational requirement is growing, and there is room for fast expansion as regards numbers, while the high standard is impressive. As far as numbers are concerned, a cautious and provisional estimate can be made for the courses for completion of compulsory school education, based on the number of paid hours which could be requested for study by employees under 40 with the primary school certificate only: the potential numbers for the 'metal mechanics' sector

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1) These activities, like the literacy programmes and completion of compulsory education, are found in fairly good proportions in South Italy (32.9 per cent of the courses in musical appreciation, 48.1 per cent of the courses in adult education and 56.3 per cent of the Reading Centres).

2) Obviously the contracts are much more detailed and complex, and no more than the basic principle is referred to here. It should also be remembered that to obtain this concession the workers must provide proof of their participation in a course lasting at least double the number of hours for which pay is requested. Numerous restrictions are placed on the use of the total number of hours in the factories themselves (and, in the large firms, in each production unit). For further information, see; FLM (1974), "Le 150 ore il diritto allo studio", FLM Notizie, 45, pp. 2-56.

3) The terms of the collective bargaining are not uniform, and are on the whole more restrictive than those of the 'metal mechanics' (for a concise summary see CERES (1974), "L'esperienza delle 150 ore", Notiziario CERES di economia del lavoro, 11, pp.1-8.

and for the industry as a whole, would come to 180 thousand units and 550 thousand units respectively.(1) As regards standards, the development of these educational opportunities has been directed by the trades unions, and has taken place in a very un-traditional way. For instance, professional training has been put aside, and more stress has been put on the completion of compulsory education. The state school structure is used, as are experimental subject matters and very different methods. This attempt to combine work and study time is a very new experience, in Italy.

The first educational activity in this field took place in 1973-74. The number of initiatives had to be reduced firstly because of the limited number of workers whose collective agreements had been drawn up with the new terms of educational leave,(2) and secondly because of the problems inherent in the setting up of the educational activities by the Ministry of Education.(3) The organisation of the educational activities was also, on the whole, experimental, and varied widely, so any evaluation is essentially tentative and provisional.

The courses were of two kinds:

a) experimental courses in the completion of compulsory schooling;
b) seminars, taking place mainly in the universities.(4)

Experimental courses in secondary schooling for workers

Characteristics of organisation and of teaching methods, and extent of participation

The majority of experimental courses in secondary schooling for workers have been organised by the Ministry of Education, mainly through the Directorate for First Cycle Secondary Education. Participants in these courses are workers aged sixteen or over with the

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1) See Ministero Della Pubblica Istruzione, Direzione Generale Istruzione Secondaria di I Grado (1974a), Progetto per l'utilizzazione in termini di recupero scolastico dei permessi retribuiti per lavoratori, Corsi sperimentali di sculla media per lavoratori, Quaderno no.2, Roma. It must also be noted that the estimate of the potential attendance at these courses has been based on demographic and educational characteristics of the labour-force. No account has in fact been taken of the reduction in demand which may be caused by contractual terms less favourable to the workers.

2) The categories were: 'metal mechanics', textile workers and clothes manufactures, ceramics and abrasives workers, wood and cork workers.

3) It should be remembered that the collective agreements allow for paid leave in order to study, but not for the expenses of the actual educational courses.

4) In this first year there have been no experimental courses in the 2nd cycle of secondary education, although these were part of the educational proposals put forward by the trades unions' organisations.

primary school certificate (workers without this qualification may participate if their standard of reading and writing is adequate).(1)

Given the social and cultural characteristics of those who attend these courses and the restricted number of hours available for them, the organisation, the subject matter and the traditional methods have all had to be redesigned. The course lasts 350-450 hours, divided into 16 hours a week. The subject matter for teaching is divided into four units (mathematics and science subject; geography, history and citizenship; Italian, foreign languages). The general principles only are laid down by the central organisation, and a wide range of choice is available for teachers and students, which can be adapted to their aims and needs. Concerning methods, the importance of animation and of group activities must be stressed.(2) Because of the teachers' difficulties in carrying out courses with hitherto unknown syllabuses and students, a systematic training scheme for teachers has also been put into effect, with an introductory seminar on education and meetings thereafter for ascertaining progress and giving advice during the course.(3)

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1) The main provisions for the organisation of the experimental courses are in the circulars of the Ministry of Education, Directorate for 1st Cycle Secondary Education, No.71 of 4.1.1974, No. 5870 of 7.6.1974 and No. 8856 of 26.9.1974.

2) For full information on the course syllabuses as set out by the central and regional authorities, see Ministero della Pubblica Istruzione, Direzione Generale Istruzione Secondaria di I Grado (1974c), I programmi dei corsi, Corsi sperimentali di scuola media per lavoratori, Quaderno n. 5, Roma. From a survey carried out by CENSIS, we can infer that 96.5 per cent of the workers attending the courses discussed the programmes with the teachers.

3) Detailed information on the teacher training activities carried out in six special centres is to be found in Ministero Della Pubblica Istruzione, Direzione Generale Istruzione Secondaria di I Grado (1974b), La selezione e la formazione dei docenti, Corsi sperimentali di scuola media per lavoratori, Quaderno n. 4, Roma. It should be noted that the recruitment of teachers was particularly difficult, both as regards the time in which it was carried out (the academic year having already begun), and also as regards the kind of appointment (appointment for a specific period, and payment therefore made only for the actual length of the course). These difficulties in finding teachers are reflected in the quality of teachers appointed: this is obvious from the preliminary results of an enquiry, which is almost complete, carried out by CENSIS on a sample of 575 teachers (62.1 per cent women; 86.2 aged 30 or younger; only 9.0 per cent with teaching qualification; 24.2 per cent in the first employment).

Table 18

EXPERIMENTAL COURSES IN 1st CYCLE SECONDARY EDUCATION, MAINLY FOR THE 'METAL MECHANICS', TAKING PLACE IN 1973-74

Type of Courses	No. of courses (1)	No. of workers participating (1)	No. of trained teachers (2)	Expenditure (3) (in 1,000 lire)	Expenditure/ course (in 1,000 lire)
Courses run by the Ministry of Education, Directorate for 1st Cycle Secondary Education	769	14,282	673	2,357,375	3,066
Courses run by the Ministry of Education, Directorate for Adult Education	58	1,257		164,340	2,833
Courses organised by the Regions and by Municipal authorities	117	2,198	-	356,755	
Total	944	17,737	673	2,878,470	3,049

1) Source: Calculated from data from CENSIS (1974), op. cit., pp.1063-1065 and CERES (1974), op.cit. p. 4, based on the following criteria: the data on the workers participating in the courses run by the Ministry of Education, Directorate for First Cycle Secondary Education, were available for 728 courses. Attendance at the remaining 41 courses, which were in Emilia and late in starting, has been estimated by assuming the numbers to be similar to the average attendance on Central Government courses.

2) Source: Calculations based on analytical data for each teacher training centre, from Ministry of Education (1974b), op. cit.

3) Source: Estimates based on: a) internal data from the Ministry of Education, Directorate for First Cycle Secondary Education for individual staff expenditure, state contributions for teaching material, training of teachers and other expenses (total expenditure estimated as 1,845,600); b) internal data from the Ministry of Education, Directorate for Adult Education for the state expenditure (total expenditure estimated as 139,200); c) data from AA.VV.(1974), "Dossier: Scuola/150 ore", I. Consigli, 7-8, pp. 30-52., and from an unpublished survey by CENSIS for the regional contributions to the Central Government courses (information is available for 764 of these; for the remaining 66, the individual regional contributions have been estimated as equivalent to the average of that for the other courses. Total estimated expenditure: 536,915). For the courses run by the regional and municipal authorities, a unit expenditure equivalent to the average of that for all the Central Government courses has been assumed.

The number of activities carried out is shown in Table 18. Despite the experimental nature of the initiatives and the difficulties and uncertainties prevalent at the beginning, workers taking part numbered over 17,500. No data are as yet available on the examination results, but it is reasonable to assume that a very high percentage, about 95 per cent, have gained the certificate of 1st cycle secondary education.

The distribution of courses and of the workers taking part in them is very unequal as regards the regions and is concentrated very clearly in the north.(1) This is a result of the regional distribution of the potential students, basically the 'metal mechanics', and also of the greater scope for initiatives by trades unions in the industrialised areas of the north.

The organisation arrangement for the courses and the criteria for the appointment of the teaching staff (2) are such that expenditure per course is fairly modest, round about 3 million lire, and the total expenditure does not amount to more than 2,900 million lire. This scanty information obviously does not allow for calculations about the efficiency of these educational initiatives. However, the experiment is interesting also from the point of view of the expenditure, since it indicates how adult education can be developed to good effect by methods other than the traditional school ones, and at far lower cost.(3)

Some demographic and social characteristics of the workers taking part

It is also possible to outline the main demographic and social characteristics of the workers taking part in the experimental courses

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1) For evidence on this point, see CENSIS (1974) op.cit., pp. 1063-1065 and CERES (1974) op.cit., p. 4 (48.8 per cent of the workers taking part are concentrated in the two regions of Piedmont and Lombardy).

2) Besides the short duration of the courses, another factor to bear in mind is that they take place in state secondary schools, and so no extra expenditure for non-teaching staff has been necessary. For the reasons for the low expenditure on the teaching staff, see note (2), p.210.

3) Even if the course teachers were appointed on a regular basis, thus costing the same as those for the 'middle school' cycle, the differences in the unit expenditure would still be considerable (the expenditure per class in the 'middle school' in 1973 was 7,670 million lire; see CENSIS op.cit.,(1974), p. 1102).

of first cycle secondary education, on the basis of some preliminary calculations made from a sample survey by CENSIS.(1)

These are summarised as follows (see Table 19):

a) the greater part of the students are 'metal mechanics'; about 78 per cent. About 5 per cent are workers in other industrial sectors who have collective agreements specifying educational leave. There is therefore a fair number of workers in other sectors, particularly in that of public administration, who have attended these courses, even without the assistance of educational leave;

b) the workers attending courses are concentrated in the large firms (about 70 per cent work in firms employing 500 persons or more). This phenomenon is partly a result of the distribution of workers by field of economic activity. To a certain extent, it is also attributable to the greater strength of the trades unions in the big industrialised firms, which makes it easier to accord and co-ordinate requests for educational leave;

c) the strong prevalence of men, almost 85 per cent, is another factor which is fairly consistent with the distribution by field of economic activity. Moreover, almost all the participants are aged under 40. This results from the fact that younger workers tend to participate more in educational activities, and also from the trade unions' activities in this area;

d) as regards previous qualifications obtained at school, almost 60 per cent finished their studies in the last year of primary school education, and over 38 per cent studied for one year or more in the first cycle secondary school. In fact, under 2 per cent of participants left the school system before the last year of primary school.

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1) People included in the survey consisted of 13,466 participants in the 728 courses organised by the Ministry of Education, Directorate for First Cycle Secondary Education (therefore excluding the 41 courses organised later; see note (1), Table 18). The sample of 8,082 participants is not a probability sample, but is the result of the selection actuated by lack of response to the questionnaire sent to all participants. The estimates, although very interesting, are therefore biased. To evaluate the direction of the bias, it should be remembered that co-operation in the enquiry was greater in the industrialised areas of North Italy (the percentage of the answers was as follows: North-West, 68.7 per cent; North-East, 64.2 per cent; Central, 44.7 per cent; South and Islands, 49.3 per cent). I am indebted to A. Ferrari for useful information on the subject.

Table 19

PERCENTAGE DISTRIBUTION OF A SAMPLE OF 8,082 PARTICIPANTS IN THE EXPERIMENTAL COURSES IN 1st CYCLE SECONDARY EDUCATION FOR WORKERS, ACCORDING TO DEMOGRAPHIC AND SOCIAL CHARACTERISTICS

Details of firms in which participants are employed		Previous qualifications obtained at school		Demographic characteristics	
A. Field of economic activity		A. Last class attended		A. Sex	
Metal mechanics	77.7	Below V primary	1.8	Males	84.7
Textile	4.7	V primary	59.7	Females	15.3
Other industries	9.5	I 'middle school' or equivalent	21.4		
Agriculture	0.4	Above I 'middle school' or equivalent	16.9		
Public services	5.3	Unknown	0.2		
Private services	1.3				
Unknown	1.1				
B. Size of firm		B. Attainment on leaving		B. Age	
Up to 15 employees	2.3	Finished, with certificate	63.3	20 and under	10.1
From 16 to 50	3.1	Finished, without certificate	17.2	21-25	20.6
From 51 to 100	4.8	Interrupted	13.9	26-30	30.3
From 101 to 500	17.8	Unknown	5.7	31-40	31.7
Over 500	65.0			Over 40	7.3
Unknown	7.0				

Source: Unpublished data from CENSIS.

Cultural activities and seminars

Paid educational leave for liberal and cultural activities mainly takes the form of seminars in the universities.(1) In 1973-74, 28 seminars took place, in which about 1,300 workers took part (see Table 20).(2) The numbers attending seem fairly large if one remembers that there was no central co-ordination, nor any financing devoted specifically to them.

Because of the greater autonomy of universities and faculties in comparison with other educational institutions, it has been possible to make use of the availability of teachers and the flexibility of structure fairly freely. The subject matter and the timetable for the seminars were agreed upon by the teacher and the workers taking part. The marked tendency to want to discuss subjects of economic, social and trade-union interest, could be clearly seen.

Table 20

SEMINARS FOR 'METAL MECHANICS' WORKERS AT UNIVERSITIES, 1973-74

Seminar themes	No. of seminars	No. of workers participating	Average no. of hours per worker participating
Economic and social history	8	367	111
Labour law, collective bargaining, work organisation	6	303	77
Firm economics and organisation	4	87	98
Working conditions, labour medicine, health	4	290	99
Education and labour-market	2	80	94
Social services and related policies	3	114	89
Others	1	30	40
Total	28	1,271	97

Sources: Calculations made from data from AA.VV. (1974), op.cit., p. 46 and CERES (1974), op.cit., p. 5.

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1) There were also 7 specialised courses, concentrating on themes of economic and social history, organised in the second cycle secondary schools. The number of workers participating was probably about 140 (cf. CERES (1974), op. cit., p. 3).

2) For seminars also the main concentration of participants was in the north.

VIII. SUMMARY AND CONCLUSIONS

A preliminary remark

Although the data may often be scanty and incomplete, it is useful to assemble them and to extract some information about the overall extent and nature of participation in public adult education in Italy.

In doing this, however, it must be remembered that these activities are at the stage of rapid development. An important new factor - the educational activities carried out in the context of educational leave policies - came into play in 1973-74, and will encourage a steady increase in the number of those taking part,(1) as well as important changes in standards. Another very obvious tendency, both on the part of researchers and of the public authorities, as well as of public opinion,(2) is the shifting of attention from the education of children and youth to the educational needs of adults (particularly the socially disadvantaged) and to the role of adult education in economic growth and the welfare of society as a whole. Considerable changes are therefore foreseeable in this area of educational activity.

The overall extent of participation

The estimate of the overall participation in public education activities has been made for 1971-72, in order to compare it with the education structure of the population as seen in the census (see Table 21). Only slightly more than a million Italians participate in public adult education. This is equivalent to a participation rate of 26.0 per thousand of the eligible population, i.e. those aged fourteen and over and who are not in the regular school and university

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1) It should be emphasized that the increase is steady since the adults' attainment to a higher level of education usually gives rise to an increase in the demand for participation in further adult education.

2) The contributions of the researchers B. Colombo (1972), Prospettive per la scuola dopo l'obbligo, Il Mulino, Bologna, and A. Curzio Quadrio, (1973), Investimenti in istruzione e sviluppo economico, Il Mulino, Bologna should be noted. They are interesting because they reach similar conclusions working from different points of view; the former from that of educational policy and the latter from that of economic policy. The annual reports of CENSIS on the social situation (see, e.g., CENSIS (1973a) op.cit.) reveal the general politico-cultural climate. On the political and legal level, there are many proposals for full-scale reorganisation of public activities in the field of adult education, which have already been put forward or are well-advanced in their preparation.

Table 21

NUMBER OF PARTICIPANTS IN ACTIVITIES IN PUBLIC ADULT EDUCATION IN 1971-72, AND PARTICIPATION RATE IN RELATION TO THE POPULATION AGED FOURTEEN AND OVER AND NOT IN THE REGULAR SCHOOL AND UNIVERSITY SYSTEM

Type of activities	Participants		Participation rate in relation to the eligible population %
	No. (000)	%	
Literacy programmes and completion of compulsory schooling	143.7	14.2	3.7
Regular technical and vocational secondary education specially designed for adults	42.0	4.2	1.1
Out-of-school vocational education and training	601.2	59.3	15.4
Liberal and cultural activities	226.5	22.3	5.8
Total	1,013.4	100.0	26.0

Source: Calculations from previous tables.

system. Among the various kinds of activity, the programmes of out-of-school vocational education and training predominate; 59.3 per cent of adults participate in these.(1)

The extent of the overall participation in 1971-72 does not indicate any appreciable increase as regards the preceding years. More generally, the activities of public adult education in the period 1964-65 - 1973-74 do not reveal any overall tendency to expansion. However, the relative emphasis on the different kinds of activity changes over time; participants in courses of primary education become progressively fewer, and adults following regular courses of technical and vocational secondary education specially designed for them increase in numbers, while new educational activities in the context of educational leave policies are beginning.

If one reflects that in 1971-72 young people attending the school and university system on a regular and full-time basis numbered 9,619,700,(2) and that in the period between 1964-65 and 1973-74 they

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1) However, as has been shown earlier, the educational function of these courses is very complex and is not designed categorically for vocational training, as might appear at first glance.

2) Pupils at nursery schools, and those still enrolled at universities and who have not yet passed all their examinations after the normal length of courses, have been excluded, as have those adults following courses specially designed for them.

went up by 31.7 per cent (there was an increase of 81.6 per cent of students for the post-compulsory education cycles), it is obvious that up to now regular education of young people within the school system has been the predominating objective of Italian educational policy.

Factors influencing the rate of participation

There are wide disparities in participation in adult education programmes among population sub-groups, and many different factors influence the rate of participation. Research findings are not sufficiently complete and detailed to enable an accurate evaluation to be made of participation in relation to various sub-groups of the population, but they are indicative of some general trends.

The major aspects of these disparities in participation can be summarised as follows:

a) participation appears to be related to age, with younger rather than older adults participating. It seems that the vast majority of participants are under 40 years old, and in the field of courses in out-of-school vocational education and training the youngest group, 14 - 17, is the largest;(1)

b) there are also noticeable differences as regards sex: more men than women, especially in the courses and programmes for adults which are at a higher level and require more attendance;

c) the activities of public adult education are directed mainly at people who have not attained a high level of education, and often have the specific purpose of compensating for this. It is nevertheless true that those who have a higher level of formal schooling and of socio-economic status tend to be more active consumers of adult education;

d) the educational initiatives, particularly those requiring more attendance, are localised in the industrialised and developed areas of central and northern Italy.

Age, sex, level of formal schooling, socio-economic status, and, to a certain extent, geographical area are obviously correlated factors, and it is almost impossible to disentangle their influence on the participation rate in adult education. Nevertheless, their overall

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1) In this context, the lack of continuing educational activity for adults which would safeguard jobs and mobility in the face of technological changes and reconversion, is perhaps the most striking factor. The explanation is probably to be found in the particular conditions of the labour market in Italy, whose main characteristic is a basic surplus of supply. Nevertheless, more research is needed on this point.

effect is quite clear. The activities of public adult education would seem to have a tendency to reduce the educational disparities between the two major population groups: those with no more than the 1st cycle of secondary education leaving certificate, and those with the 2nd cycle certificate or a degree. In the first group, however, these activities help to widen rather than reduce the educational gap among sub-groups.

A more efficient compensatory function may perhaps be fulfilled by the development of the educational activities recently initiated in the context of educational leave policies, as long as the priority given to the completion of compulsory education is maintained. However, this would not resolve the problem of a large number of people discontinuing their education early, particularly those in the fringe sections of society.(1)

An estimate of the total public expenditure

The data on the cost of public adult education are even more incomplete and scanty than the data on the extent of participation. The information presented here (see Table 22) is only a first attempt to an approximation of the gross public expenditure on adult education. Such estimates are given for the year 1972-73, which means that the educational activities linked with educational leave policies are not taken into account.

The overall public expenditure on adult education is over 148,000 million lire. Moreover, it concerns only the direct expenditure on adult education; the quota of general expenditure of the central and local administrations which could be imputed to adult education (particularly in the case of the Ministry of Education and the Ministry of Labour) is not included.(2) Despite these obvious limitations,(3) the information can reasonably be regarded as indicative of the amount of the total public expenditure on adult education in Italy.

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1) This happens both within the group of workers (illiterate workers, literate workers with no certificate, and therefore in the lower grades of the occupational scale) and also within the groups of non-workers who are even further out of the social orbit (the elderly, unemployed and housewives).

2) The fact that there is no relationship between the academic year (which lasts two calendar years) and the financial year (which coincides with the calendar year) is of lesser importance. This is the case particularly in the field of educational activities which:
   a) undergo no obvious changes from one year to the next;
   b) often start late, and therefore take place for the most part in the final calendar year of the academic year.

3) On the basis of simple criteria of proportions and of the data about the final balance of the Ministry of Education (see ISTAT (1974), op.cit., p. 11 and CENSIS (1974), op.cit., pp. 1096-1098), the indirect expenditure can be estimated as somewhere in the order of 15,150 million lire.

Table 22

ESTIMATED PUBLIC EXPENDITURE IN PROVIDING ADULT EDUCATION PROGRAMMES. YEAR 1972-73

Type of Activities	No. of participants (000)	Estimated expenditure (millions of lire)	Expenditure per participant (millions of lire)
Literacy programmes and completion of compulsory schooling	117.5	9,091	.077
Regular technical and vocational secondary education specially designed for adults	51.3	32,522	.631
Out-of-school vocational education and training	..	101,278	..
Liberal and cultural activities	210.6	5,147	.024
Expenditure not allotted to particular type of activity	-	374	-
Total	..	148,412	..

Sources: Calculated from previous tables. The expenditure on out-of-school vocational education and training is estimated according to the following sources and criteria:

a) for the activities under the auspices of the Regions, data about the funds allotted to the Regions by the Ministry of Labour (see CENSIS (1973b), *La politica regionale in alcuni settori di intervento in campo sociale*, Roma, pp. 23-25;
b) for the activities still under the auspices of the Ministry of Labour, data from the final balance of the Central Government (see Ministero per il Bilancio e la Programmazione Economica, Ministero per il Tesoro (1974), p. 176);
c) for the activities under the auspices of other ministries, estimation based on their relative impact in 1971-72 (that is, assuming there was no variation in their relative importance up to 1972-73, and that the unit expenditure was the same as the average one on all the preceding activities).

With the exception of the regular school courses in technical and vocational education specially designed for adults, the average expenditure per participant is considerably lower than the unit expenditure in the corresponding levels of regular schooling.(1) As a

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1) Except perhaps for the 'middle school' courses for workers in the context of educational leave policies - where interesting experimental innovations in the organisation, syllabuses, and teaching methods have taken place - this factor seems to reveal implicitly that the 'quality' of the adult education activities is not high enough. However, there is extremely little information from which to form a judgement on this subject.

result, when the importance of public adult education is evaluated in terms of financial resources it seems even more restricted than the extent of participation indicates. As opposed to about 148.4 milliard lire expended by the Government and by the local authorities on this kind of activity, 3,883.6 milliard lire were spent in 1973 on the regular and full-time school and university system (in a ratio, therefore, of 1:26), and 4,439.3 milliard lire spent in all on education and culture (1) (therefore, taking into account also the indirect public expenditure on adult education,(2), with an incidence of 3.7 per cent).

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1) These estimates were obtained on the basis of data from CENSIS (1974), op.cit., pp. 1093-1108, ISTAT (1974), op.cit., p. 11 and Ministero per il Bilancio e la Programmazione Economica, Ministero per il Tesoro (1974), pp. 321-322. It may be useful to mention that the state expenditure on education and culture is 16.4 per cent of the final balance of the State, and that the total public expenditure on education is 6.0 per cent of the net national product.

2) See note (3), p. 219.

VI

THE NETHERLANDS

by
Hans LINGTON

I. INTRODUCTION

This report is an attempt to give a comprehensive survey of all forms of organised education and training for adults, after the period of compulsory education.

During the last few years the development of educational provisions has been taking place in many countries which guarantee equal opportunities for everyone. The common purpose of all these endeavours is to reduce the gap between the opportunities now given to the young people and those from which the older generation has benefited. This is intended to increase educational and social equality, with the underlying reasoning that in a rapidly changing society "Learning is necessary throughout life, not only for the select few, but for all".(1)

Whether these systems are called 'permanent education', 'lifelong learning', 'recurrent education' or 'second-chance education' is not important in this paper.

In 1971 the Dutch Government started to subsidize several experimental projects aiming at clarifying the concept of permanent education and identifying the possibilities for its practical realisation.(2)

This year a few experimental comprehensive schools (age 11-16 years) will start. More and more universities provide the opportunity to attend evening lectures in some of their faculties (mainly law, economics, and training for secondary school teaching certificates). The Correspondence Education Act of 1972 was designed to exercise supervision over the quality of courses and teachers, and enables the Government to prohibit institutions which do not meet adequate requirements.

The Kohnstamm-Institute for Educational Research now runs a project on the causes of preliminary drop-out in correspondence education. Industry also now recognises the need for more and better vocational training for adults. Some big industries have started evaluative research of vocational courses given outside their walls.(3)

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1) See D. Kallen, Recurrent Education, OECD, Paris, 1973.

2) For an evaluation of these experiments see: J. van der Velde, De start van de experimenten 'Education Permanente', NCVO Amersfoort 1972, vormingswerkcahier, no. 9.

3) Documentation and Evaluation of External Training Facilities (DEEO), Philips Eindhoven, Soc. Zaken, afd. Opleidingen.

In 1973 the Committee for Increasing Productivity of the Social Economic Council engaged the GITP - Combined Institute for Applied Psychology - with a research project on the "Retraining of adults by means of internal employer-funded vocational courses,(1) which is still in progress.

It is very difficult to obtain a comprehensive survey of the current distribution of educational facilities between adults and youth, because so little statistical information on education and training for adults is available. The existing official statistics of the CBS (Netherlands Central Bureau of Statistics) cover only part-time education, apprenticeship training and young workers' educational institutes insofar as they are state-aided, and the participation in correspondence education, insofar as the correspondence colleges are accredited by the Inspection for Correspondence Education. For the remainder of education and training for adults, which is provided by hundreds of different institutions and organisations, there are no current statistics at all.

From 1936 until 1938 there were statistics on courses provided by the trade unions (about 12,000 participants) and from 1935 until 1965 statistics on participation in People's Universities (about 300,000 in 1956 and 180,000 in 1965).

In 1970 the adult education department of the Ministry of Culture, Recreation and Social Work together with the NCVO (Dutch Centre for Adult Education) and the CBS, started a working group to consider developing a comprehensive system of statistics for adult education. As a result, statistics on residential centres started running in 1974, which provide data on numbers, origin, sex and age of participants, and types of courses.

Though this is a promising development, there are still large gaps in the information on adult education, especially in the field of vocational education and training in industry.

As far as the cost of adult education is concerned, accurate statistics do not exist. Therefore the figures given in this paper, are based on very rough estimates, or even guesses, because there were no better estimates.

If the Dutch Government is seriously interested in increasing 'second-chance education' or 'permanent education', a first priority must be to obtain more complete information about the current provision of educational facilities.

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1) J.F.J. Janmaat, et al. Onderzoek om- en bijscholing van volwassenen middels interne bedrijfsopleidingen (verslag van de eerste inventariserende fase), Berg en Dal, GITP, 1973.

II. DEFINITIONS OF ADULT EDUCATION

As far as possible those definitions will be used which are suggested in the International Standard Classification of Education (ISCED)(1) and a definition given by Liveright at the first international conference on comparative adult education in Exeter.(2) The ISCED definition of adult education reads as follows:

> "organised programmes of education provided for the benefit of and adopted to the needs of persons not enrolled in regular school, college or university and older than fifteen".

Education is taken to mean "organised and sustained instruction designed to communicate a combination of knowledge, skills and understanding valuable for all the activities of life".

Liveright's definition of adult education is:

> "a process whereby a person who no longer attends school on a regular and full-time basis undertakes sequential and organised activities with the conscious intention of bringing about changes in information, knowledge understanding or skills, appreciation and attitudes, or for the purpose of identifying and solving personal or community problems".

If we use both definitions, then people who are enrolled on a full-time basis in the types of schools and universities mentioned in the previous chapter are excluded. Thus in this paper adult education starts after attaining school-leaving-age, and also covers people who get education or training on a part-time basis in formal educational institutes. Maybe one has also to exclude people who get full-time education or training in private, not state-sided, institutions which links up with their compulsory formal education, because in this case these people are still not part of the working population. Another marginal case refers to those adults who are registered as full-time students in formal education, but who in practice attend this education alongside their regular work. These people come within the definition of adult education, but it is quite impossible to trace them back from the available data. And what to do with young men who, after completing their secondary education, go first into the army to complete their military service before going to university? Do they take part in adult education or not?

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1) ISCED III: Provisional Guide to the Collection and Analysis of Adult Education Statistics, UNESCO, Paris, 1972.

2) Liveright: Exeter papers 1966.

The same question arises with young people who are not selected for some university faculties with a numerus fixus and who go to work for a year in order to try again next year.

Similarly new marginal cases may arise with the gradual extension of compulsory education.

The definitions cover both vocational and non-vocational education. However, it is not always easy to make a clear distinction between them. For instance, if someone takes a correspondence course to learn German language, one cannot make out whether he is doing this as a part of his career or as a leisure activity, unless one asks him, which was not possible in preparing this paper. This is the reason why the distinctions between vocational and non-vocational education as used in this paper, are based on the content of the courses given and/or the type of course-providing institutions. The definitions of adult education which are used in the Netherlands are not different from the above-mentioned definitions and will therefore not be used in this paper.(1)

III. VOCATIONAL TRAINING

According to the resources involved and the numbers of students participating, vocational education and training is the most important part of adult education.

In spite of this fact, there are almost no statistics about this area. The Netherlands Central Bureau of Statistics (CBS) carries out a complete annual survey, called 'Dutch Youth and its Education', which also gives figures about part-time education at vocational evening-schools, youth in apprenticeship training and retraining of unemployed, but only as far as these types of education are state-aided.(2)

For the rest, i.e. for the majority of courses in the field of vocational adult education, there are no statistics at all. The figures presented in Table 1 have to a large extent been gathered by travelling around in the Netherlands, interviewing numerous people, searching in archives, etc. To emphasize that the numbers and percentages in this paper are only estimates, all figures in the tables are presented with a margin of 10 per cent.

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1) See among others: H.H. Frese, in Permanent Education, Council of Europe, Strasbourg, 1970.

2) CBS, De Nederlandse jeugd en haar onderwijs, 1971-72.

Table 1

ESTIMATES OF TOTAL ENROLMENTS IN VOCATIONAL EDUCATION OR TRAINING IN 1971

Type of education	Total	%
a) Part-time education (total)	(88,440)- (97,750)	(10.4)
- second level, lower stage	37,480 - 41,430	4.4
- second level, higher stage	37,240 - 41,160	4.4
- third level, non-university	13,720 - 15,160	1.6
b) Teacher training	39,880 - 44,070	4.7
c) Part-time university education	2,370 - 2,630	0.3
d) Apprenticeship training	68,940 - 76,200	8.1
e) Retraining unemployed	2,290 - 2,530	0.3
f) Training of national and local government employees (total)	(38,090)- (42,090)	(4.5)
- internal courses	23,330 - 25,790	2.7
- external courses	14,760 - 16,300	1.7
g) Training in the armed forces	4,800 - 5,300	0.6
h) Police	5,800 - 6,400	0.7
i) Industrial training (total)	(371,960)-(411,120)	(43.6)
- internal courses	242,790 - 268,350	28.4
- external courses	129,170 - 142,770	15.1
j) Correspondence education	231,050 - 255,040	27.1
Total	853,620 - 943,130	100 %

Provisions for part-time education consist of evening-schools for second level (LBO, MBO) and third level (non-university) vocational education (HBO). The curriculum and certificates are equivalent to those of formal full-time education. Since 1968 there has been a decline in the volume of the second-level lower-stage education (25 per cent less participants compared to 1968), while for the second-level higher-stage there was an increase of 11 per cent and for third-level an increase of 66 per cent. Concerning further vocational training there are various courses, arranged by graduates' associations and by higher and intermediate vocational schools. These are mostly designed for people who obtained their qualifications some years previously and have been working in their profession since then.

Teacher training involves the training of those who are going to teach in nursery, primary or secondary schools and advanced teacher training.

Structural changes in education and new curricula make it necessary for all teachers to attend refresher courses. The aim is two-fold:

to improve subject knowledge and to maintain general mastery of teaching methods. At present there are occasional short courses and holiday courses. However, it is inevitable that attendance at periodical refresher courses be made compulsory. The figures refer to those who get their training at part-time third-level non-university colleges.(1) Besides those attending these part-time evening schools about 18,000 students follow an equivalent education by means of correspondence courses.(2) Furthermore, about 2,000 are enrolled in part-time university education. Thus the total number for teachers' training is about 62,000.

As mentioned above, the bulk of part-time university education consists of teacher training for secondary schools; however more and more universities are starting evening and weekend courses, equivalent to full-time university education.

Post-graduate education has been a subject of study for some considerable time. Its provision will have to become a normal responsibility of the universities. A start has been made on co-ordinating and organising activities in this field.

Occasional courses are given in various subjects which are mostly organised by the faculties or the various graduates' associations.

The apprenticeship scheme deals with pupils who are already a part of the working population and receive a complementary theoretical training. The figures show a declining tendency since 1968, which may be explained by the fact that more and more pupils continue their full-time education over a longer period than in the past.(3)

Retraining activities come under the Directorate-General for Employment, which is part of the Ministry of Social Affairs, and offers assistance for training and retraining in three ways. Men and women who have never learned a trade, have not kept up with the present-day growth of specialised knowledge, or work in obsolescent occupations, are given the opportunity of being trained or retrained at centres for adult vocational training for occupations in the metal-working and building industries. The duration of the training varies between three and twenty months; it is free, and trainees are paid while doing it. Suitable jobs are found on completion of training.

Employers who employ and train or retrain persons who are unemployed or likely to become so may be eligible for training grants. Workers who are unemployed or likely to become unemployed can get payment of educational fees if they take a course at a recognised educational establishment (including correspondence courses institutes) or with bonafide teachers.

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1) CBS: op. cit.

2) See Table 5, which gives an estimate of the enrolments in several types of correspondence education.

3) CBS: op. cit.

For the training of national and local government employees there are no statistics available. As a result the figures in Table 1 are an estimate based on the percentages of industrial employees taking a vocational course provided by the employer.(1) To avoid double counting, we assume that about one-third of the employees enrolled in an external course take this course at a correspondence institute. After subtracting this number from the estimated total number of employees enrolled in a course (± 47,850), you get the number as presented in Table 1.

The armed forces provide a wide variety of vocational education.

In the figures given, compulsory servicemen are not included, because the training of these 50,000 men does not fit the definition of adult education: they do not freely choose this kind of education. Vocational training in the armed forces can be divided roughly into three types.

Firstly the colleges and courses run by armed services, which provide degree level and professional education for both non-commissioned and commissioned officers.

Secondly, the training of so-called technical specialists, intended for voluntary servicemen who have signed up for three to five years and who can obtain a technical education provided by institutions outside the army (such as correspondence courses and polytechnics). As a consequence their certificates are also accepted when they return to civic employment. The number of these specialists is about 4,300.

Thirdly, there are general education and remedial courses which are often a prerequisite for promotion. This type of education also takes place outside the army. People are enrolled in evening schools, which are included in the part-time education system, or in correspondence courses.

The figure of 5,000 in Table 1 covers only military vocational training provided by the services, because the other types of education mentioned above are included in the figures for part-time education and correspondence education (both vocational and general). The total number of servicemen receiving some training a year may be approximately some 10,000. In the coming years this number will probably increase, because of the introduction of a renewed education and training system. No statistics are available for vocational education and training in industry, whether it is provided and/or paid for by employers or not. Our research shows more than a hundred institutions which take care of a wide variety of vocational courses, ranging in subject from highly specialised to more general courses, like sensitivity-training, and varying in length between one day and three years.

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1) See report of the GITP.

With regard to vocational training provided by the employer, in the autumn of 1973 the Committee for Increasing Productivity of the Social Economic Council initiated research on the retraining of adults, which is carried out by the GITP. The inventory stage of this research yielded the following results (see Table 2).

Table 2

PERCENTAGES OF EMPLOYEES ENROLLED IN
EMPLOYER-FUNDED VOCATIONAL COURSES

Total employees in the sample	%
Participants in internal courses (November 1973)	7.3 - 8.1
Participants in external courses (November 1973)	6.9 - 7.7
Estimate of total percentage of employees enrolled in 1973	23.7 - 26.3

Adapted from GITP report.

The percentages in Table 2 are not fully applicable to all employees in industry because the sample consisted of all industries with more than 500 employees and a stratified sample of 15 per cent of the concerns with 100 to 500 employees, which of course is only a part of the total working population in industry. Besides this, it was evident in the study that the more employees a concern has, the more courses and facilities are provided and the greater the percentage of employees taking a course. Thus the percentage of all employees in industry enrolled in employer-funded courses will be much lower and may be about 15 per cent. This means a number of about 501,750 employees (1) enrolled in such courses. Using the data from the GITP report we get the figures for internal and external industrial courses.

From the number of people enrolled in internal courses one has to subtract about 2,000 representing those in the apprenticeship scheme who get their training at an industrial school. The number of employees in external courses is more difficult to estimate. To avoid double counting we assume that about one-third of them are enrolled in a vocational correspondence course and that about half the number of people enrolled in secondary higher and third level part-time education come under this heading of external industrial courses. After doing this, we arrive at the numbers as presented in Table 1.

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1) For the total number of employees in industry see Table 3.

Looking at the distribution of vocational education and training it becomes clear that, according to these estimates, about 44 per cent is provided by external, not state-aided, institutions. About a third is provided by means of internal courses of which those in the industries form the majority. Less than a quarter of it (24 per cent) is provided by state-aided educational institutes such as all kinds of part-time education and the apprenticeship training.

In order to get some percentages of the working population enrolled in vocational training, Table 3 shows the distribution of the working population.

Table 3

DISTRIBUTION OF THE FULL-TIME LABOUR FORCE IN 1971

	Thousands
Employers and Self-employed	752
Employees in:	
Agriculture and fishing	73
Mining	19
Industries	1,128
Construction	432
Trades, catering	672
Transport, communication	279
Other miscellaneous services	742
(total industries)	(3,345)
National government service	131
Local government service	124
Gas, electricity, water	43
Other corporations and government agencies	21
(total government)	(319)
Armed forces (excluding compulsory servicemen)	54
Police	18
Public education	187
Unemployed	69
Total	4,744

Source: CBS, Statistical Yearbook 1973, Tables H1, H2.

When the data of Table 3 are compared with those in Table 1 then the following percentages are obtained. As far as possible Table 4 shows a breakdown by type of occupation.

Table 4

PROPORTION OF FULL-TIME WORKERS UNDERGOING VOCATIONAL EDUCATION OR TRAINING IN 1971

Occupation	%
Employees in industries	15.0
Government employees	15.0
Teachers	32.4
Police	33.9
Armed Forces	17.3
Unemployed	3.5
Average total	19.5
Corrected total (see text)	15.5

The percentages for employees in industries and government employees are the 15 per cent based on the GITP report.

The percentages of teachers undertaking a training course is probably too high. Firstly, because it is unknown whether all those people enrolled in teacher training (whether in part-time education or by means of correspondence education) are working as teachers. Second, because the number of people in public education as presented in Table 3 does not include teachers of private educational institutes of whom the number is unknown. The real percentage will, therefore, be lower than mentioned in Table 4, and maybe somewhere around 22 per cent, assuming that about a quarter to a third of the teacher training students are not yet working as teachers.

The percentages for the armed forces include the number of servicemen getting a vocational training which is not provided by the services themselves. It is very likely that the proportion of servicemen receiving a form of education in the services itself will be higher, when the number of those enrolled in general education courses are included.

Unfortunately nothing can be said about the percentages of employers and self-employed, because of the lack of data about this. Presumably their participation in vocational training will be very low, maybe between 2 and 5 per cent.

Thus, if we correct the average total in consequence of the above remarks, the total percentage of the whole working population enrolled in a form of vocational education and training will be approximately 15.5 per cent.

IV. CORRESPONDENCE EDUCATION

As already became clear in the preceding chapter, correspondence education forms a significant element of vocational education and training and in the next chapter it is demonstrated that correspondence education forms an important part of adult education in non-vocational education. In this chapter the estimates are presented for the enrolments in various types of correspondence courses in 1971 and 1973.

The most recent official survey of the numbers of students enrolled in correspondence courses was made by the CBS in 1970, with a view to the preparation of the Correspondence Education Act, which was passed in 1972.(1) This Act was designed to exercise supervision of the quality of courses and teachers, and enables the Government to prohibit institutions which do not meet specific requirements. The CBS survey was restricted to those institutions which were thus far accredited by the Inspection for Correspondence Education of the Ministry of Education and Science, or of which the examinations were supervised by the Ministry of Economic Affairs. In 1970 the total number of enrolments on the counting-date was about 200,000.

In 1967 the total number for 1966 was a factor varying from 1.1 to 1.9 regarding different courses. It seems fair to apply this also to the figure of 200,000 of 1970. Thus the total number of enrolments in 1969 was probably 300,000. To convert this number into an estimate of the total number of participants in 1971, the developmental trend from 1967 to 1970 was used with regard to the different types of courses. So in 1971 about 320,000 people were enrolled at the accredited correspondence institutions. If we add to this the number of enrolments at some non-accredited institutions, the total number of enrolments in 1971 rises to about 385,000.

Table 5 shows the breakdown of enrolments in 1971 by type of course. The number of enrolments in correspondence education in Table 1 is different from the total number given in Table 5. This is because the enrolments in secondary education courses and general education courses are left out of it. They will be mentioned in the chapter on non-vocational education.

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1) CBS, Statistiek van het Schriftelijk Onderwijs op. 1, March 1970.

Table 5

CORRESPONDENCE EDUCATION IN THE NETHERLANDS ESTIMATES OF ENROLMENTS IN 1971

Type of course	Total	%
1. Educational certificates		
- MAVO/HAVO/VWO courses	28,190 - 31,160	7.7
- teacher certificate for primary schools	4,550 - 5,030	1.2
- teacher certificate for secondary schools	13,090 - 14,479	3.6
2. Trades and administration		
- accountancy courses	33,950 - 37,220	9.2
- other courses	74,820 - 82,700	20.4
3. Government agencies	1,270 - 1,400	0.4
4. Technical, agriculture		
- technical	74,970 - 82,870	20.4
- agriculture, horticulture	4,230 - 4,670	1.1
- other vocational courses	21,430 - 23,680	5.8
5. General knowledge		
- mathematics, book-keeping, languages	54,460 - 60,200	14.8
- other courses (recreational)	53,840 - 59,500	14.7
6. Management courses	2,740 - 3,020	0.8
Total	367,540 - 405,900	100 %

Looking at the distribution of the enrolments in correspondence courses it is obvious that vocational courses form the majority with more than 60 per cent (including teacher training), followed by general courses with nearly 30 per cent, while courses equivalent to full-time secondary general education form only a minor part with about 8 per cent.

Table 6 gives more recent information about the enrolments in correspondence education. The classification of the types of courses is different from that in Table 5. It is made to meet the requirements of the International Standard Classification of Education. However, a consequence is that Tables 5 and 6 are no longer comparable, not only because of the different headings, but also because of the fact that it is quite impossible to define which courses are vocational and which are not (something that could be done, more or less arbitrarily in Table 5).

Another reason for the incomparability is the fact that the distribution of the courses, and consequently the total of enrolments which is stated as 100 per cent, does not include all kinds of institutions which are included in Table 5. This applies particularly to approximately 40 institutions for professional training, of which the examinations are supervised by the Ministry of Economic Affairs.

That is also why a rough estimate of the enrolments at these institutions is added to get a more reasonable total estimate of the enrolments in correspondence courses in 1973.

Table 6

CORRESPONDENCE EDUCATION IN THE NETHERLANDS
ESTIMATES OF ENROLMENTS IN 1973

Type of course	Total	%
1. General education	23,780 - 26,280	7.8
1a. MAVO/HAVO/VWO	35,280 - 28,990	11.6
2. Humaniors	37,780 - 41,750	12.4
3. Theology	20 - 30	-.-
4. Mathematics and Science	5,530 - 6,120	1.8
5. Agriculture	3,110 - 3,440	1.0
6. Technics	74,730 - 8[illegible]00	24.5
7. Transport, Communication, Traffic	750 - 830	0.2
8. Economics, Administration, Commerce	65,110 - 71,960	21.3
9. Legal Knowledge	1,710 - 1,890	0.6
10. Domestic and Social Care	3,750 - 4,150	1.2
11. Medical, Para-medical education	9,280 - 10,200	3.0
12. Social-cultural education	17,090 - 18,880	5.6
13. Art teaching	5,130 - 5,670	1.7
14. Teacher training	14,710 - 16,260	4.8
15. Public Order and Safety	2,470 - 2,730	0.8
16. Other education	5,220 - 5,760	1.7
Total	305,400 - 337,540	100 %
Institutions for professional training	81,550 - 90,140	
Grand total	386,950 - 426,680	

In spite of the restrictions we can compare the enrolments in two types of courses, and we see that the number for secondary general education courses (MAVO, HAVO, VWO) increased from about 29,000 in 1971 to roughly 37,000 in 1973, which means an increase of 27 per cent. Regarding the distribution of the enrolments in all types of courses the role of this type of course increased from 7.7 per cent in 1971 to 9.1 per cent in 1973,(1) which means a relative increase of 18 per cent. On the other hand, the number of enrolments in teacher training decreased from 1971 to 1973 by 16 per cent. Regarding the distribution of the enrolments, the role of teacher training courses fell from 4.8 per cent in 1971 to 3.8 per cent in 1973, which is a relative decrease of 20 per cent.

Unfortunately there are no data as yet available of the equivalent types of part-time and full-time education, so it is impossible to see if there are similar trends.

V. NON-VOCATIONAL EDUCATION

In the Netherlands the single term 'education' embraces three different concepts and related practices. The first is 'upvoeding', meaning upbringing and nurture, which is not important in this paper. The second meaning is 'onderwijs', or schooling and instruction. Its institutional setting is the school and the university, or similar institutions. The third is 'vormingswerk'. It covers part of what is known in England as 'liberal' adult education, accentuating the effective aspects of personality formation and socialisation, rather than cognitive learning. So this chapter covers general education equivalent to school-education (provided by evening-schools and correspondence courses) as well as the educational work for character development, socialisation and cultural education ('vormingswerk').

In 1971 the Netherlands Centre for Adult Education (NCVO) published a 'map' of all provisions for adult education in the Netherlands.(2) It gives a description of all the organisations, institutions, centres, etc., which are engaged in the field of adult education. However, almost no statistics are available. The only existing statistics are those mentioned previously: the CBS-survey "Dutch Youth and its Education" (1971) and the CBS statistics of correspondence education (1970). Besides these, the CBS in 1969 carried out a survey of local social-cultural centres. From these statistics only the figures concerning courses were used. The other

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1) 1973 enrolments are expressed as a percentage of the grand total as presented in Table 6.

2) Kaart van het vormings- en ontwikkelingswerk met Volvassenen in Nederland. Groningen, Wolters - Noordhoff, 1971.

figures presented here are estimates, based on data gathered by our own research. As pointed out before, the distinction between vocational and non-vocational education is not always easy to make. In vocational courses provided by employers more and more attention is paid to social skills, as essential to a good job fulfilment, especially for management functions. So, as in the preceding chapter about vocational education, the content of the courses and the institutions which provide them are taken as a starting point.

Table 7 shows the institutions, with their respective number of participants.

Table 7

ESTIMATES OF THE ENROLMENTS IN NON-VOCATIONAL ADULT EDUCATION IN 1971

Type of education	Total	%
1. General education		
a) Part-time education		
- second level lower stage	7,360 - 8,140	1.0
- second level higher stage	7,580 - 8,380	1.1
b) Correspondence education		
- second level courses	28,190 - 31,160	4.0
- general knowledge	54,460 - 60,200	7.7
- recreational courses	53,840 - 59,500	7.6
2. TV - courses	53,730 - 59,390	7.6
3. 'Liberal' adult education		
a) Young workers' educ. inst.	43,560 - 48,140	6.1
b) Local social-cultural centres	86,160 - 95,240	12.1
c) Residential centres	152,000 - 168,000	21.4
d) Local adult education	225,000 - 250,000	31.6
Total	711,880 - 788,150	100 %

The part-time evening-schools provide courses at the second level. The content of the courses and the certificates received are equivalent to those in full-time education. The figures presented here are probably a low estimate, because they cover only the state-aided evening schools. Besides these, there exists an unknown number of private evening schools for which the volume of enrolments is not known.

Since 1968 the evening schools have gone through an enormous quantitative development. In 1971 the number of participants had more than doubled and it is still growing.

Hoksbergen argues that many of the ideas about permanent education, second-chance education, etc. are realised in today's evening education. The way in which this type of adult education is developing makes it potentially possible to turn it into a so-called 'open school' (cf. the British 'open university'). He also develops ideas about the co-operation between evening education and correspondence education.(1)

Although Hoksbergen may be right in his opinions about this type of adult education, looking at the small participation-percentage (only 2 per cent of the total) it becomes clear that a lot of work still has to be done to turn the evening schools really into an accepted type of second-chance education.

The figures for correspondence education are extracted from Table 5. Especially in this field of general knowledge courses and recreational courses, there are many more institutions than those included in the CBS-statistics. Thus also this number is probably a low estimate.

The Television Academy Foundation 'Teleac' provides TV courses, which are mostly recreational, such as English, Spanish, chess, etc. The courses are supported by written information and sometimes by meetings. Teleac is also engaged in providing vocational courses, but it was not possible to separate these from the non-vocational courses.

Multi-media projects do not occur very frequently in the Netherlands. In spite of the great number of broadcasting corporations and foundations with the aim of radio and TV education, there is no permanent organisation for multi-media projects.

It is still not clear what we understand by educational broadcasting. At the one side there is the idea of 'all programmes educate' and at the other the definition of the EBU: "Programmes aimed at leading the adult to a progressive mastery of a body of knowledge or skill in a defined field and which thus contribute to the development of the individual and to his better adaptation to a changing society". The EBU says that "the attainment of this aim can normally best be achieved:

1. when the programmes are organised in series;
2. when during and after transmission the viewer and/or listener is encouraged to adopt a 'participating' attitude towards the subject matter of the programmes;
3. when the programmes are reinforced by other teaching aids."

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1) R.A.C. Hoksbergen, in Intermediair, Vol. 10, 8, 1974, pp. 31-35 and Intermediair, Vol. 10, 9, 1974, pp. 27-31.

Because it is not known which broadcasting corporation in the Netherlands has which idea about educational programmes it was not possible to get data about this.

Coming to the organisations and institutions which provide courses in the field of 'liberal adult education' then, Table 7 shows only a minor part of it. Mostly they are primarily social, but often place a great emphasis on adult education as one of their main objectives.

As mentioned above in Chapter II, young workers' educational institutes provide part-time education for those young people who are no longer involved in compulsory full-time education and who no longer attend full-time education.

In order to promote the participation of these young adults in adult society the institutes aim to give them educational guidance. In 1969 the CBS carried out a survey of local social-cultural centres (club-houses, neighbourhood centres, etc.).(1) These centres provide a wide range of activities, such as recreational meetings, hobbies, sports, character development, educational courses, library work, music, dance, theatre, religious meetings and all kinds of social services. It appears that in 1969 about 2.4 million 'visitors' of all ages were involved in some or another way in the activities of these local centres. The figures in Table 7 cover only the number of enrolments of people older than 15 and concern only educational courses. About the growth of participation in these local activities nothing is known, but it is very likely that the number of participants has increased.

In the category of residential centres are included the centres of the Woodbrooker organisation, the Folk High Schools and other short-term educational centres.

The educational programmes of the residential centres of the trade unions are also included in this category. The figures are taken from a survey which the NCVO is currently carrying out concerning these residential educational centres.

Local adult education is to a large extent covered by the NVN organisation and national organisation for local adult education (Landelijk Bureau voor Plaatselijk Vormingswerk). The organisations include the Society for Public Welfare (Maatschappij tot Nut van 't Algemeen), the Union of the Dutch People's Universities (Bond van Nederlandse Volksuniversiteiten) and the Workers' Educational Association (NIVON). From these three organisations only some figures about the NIVON activities were available. In 1970 the NIVON had about 37,000 members. The number of activities carried out was 7,500

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1) CBS, Sociaal-culturele centra, 1969.

and the number of participants was about 175,000. About 40 per cent of this number were participants attending courses provided by the NIVON.

With regard to the number of participants in Folk Universities nothing is known. In 1969 there were 72 Folk Universities which included 105 local units.

The NCVO estimated a participation of about 250,000 people in local adult education.

Besides the above-mentioned organisations there are many more organisations which provide non-vocational education. A large part of their activities cannot be classified as "organised programmes of instruction", but a systematic course of lectures may be as educational as an evening class.

An example: there are about 25 women's organisations, with a total membership of over 500,000, which also provide cultural and educational courses.

The total number of enrolments in non-vocational education as presented in Table 7 is thus a low estimate and will probably be somewhere about 800,000 (including multiple enrolments).

VI. TOTAL PARTICIPATION IN ADULT EDUCATION

The estimates given in this paper are to a large extent very approximate. If they are added together a problem of double-counting arises, which we have met before in several cases. During one year for instance the same person may be enrolled in a correspondence course, get some on-the-job training and attend a series of lectures in a local social centre. As a consequence he will be counted more than one time in this paper. Therefore an estimate of the absolute participation in adult education and training must be very approximate.

Table 8 summarises the estimates so far given in this paper.

If we include all forms of vocational and non-vocational adult education and training, it brings us to a total of about 1.6 million adults receiving education and training in 1971. However, to get a reasonable estimate of the real number of adults involved in adult education in 1971, we have to make some assumptions about the volume of multiple enrolments in order to avoid double counting.

The probably existing overlap between external industrial courses and vocational correspondence education is already incorporated in Table 1. Concerning correspondence education, data from the Telesc report (which will be discussed later on) show that about 38 per cent of the courses are not completed. The percentage concerning internal and external industrial courses is about 17 per cent. If we use these data as an indication for multiple enrolments and we subtract half of

Table 8

ESTIMATED TOTAL PARTICIPATION IN ADULT EDUCATION AND TRAINING IN 1971

Type of education or training	Thousands	%
Vocational education and training		
1. State-aided education	202 - 223	17.5
2. Industrial courses (including governmental bodies)	360 - 397	31.1
3. Vocational correspondence education	167 - 185	14.4
(total)	(729 - 805)	(63.0)
Non-vocational education		
1. State-aided education	59 - 65	5.1
2. Non-vocational correspondence education and TV courses	138 - 152	11.9
3. Local and residential centres	231 - 256	20.0
(total)	(428 - 473)	(37.0)
Total (excluding multiple enrolments)	1,157 - 1,278	100 %

the number of local adult education, social-cultural centres and residential centres - keeping in mind the shortness and looseness of this kind of course and assuming that people already active in this field probably follow more than one course a year - it will leave us with a probable total of some 1.2 million adults participating in adult education and training in 1971.

This estimate of 1.2 million adults taking part in organised education and training after their full-time education means 12.8 per cent of the population of 15 years and older in 1971, or 9.1 per cent of the total population.

It is interesting to compare those percentages with those for participation in full-time education by people of 15 years and older in 1971, which were 7.5 per cent and 5.4 per cent respecitvely.

In 1973 the Television Academy Foundation 'Teleac' commissioned the institute for applied marketing-research 'Intomart' with a survey concerning the levels of interest in courses and education after full-time education.(1) The research was carried out on a random sample

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1) Stichting Teleac: Studeren na het dagonderwijs. Utrecht, 1974.

of the population aged 15 years and older and yielded answers on the following questions:

- How many people (did) follow courses or training otherwise than by means of formal full-time education?
- Who are the people following courses or training after full-time education in terms of demographic characteristics?
- Which kind of courses or training is (was) followed and provided by which kind of institutions?
- How far do people have future plans to enrol in a course or training; in which kind of course or training; how much time would one think to be able to spend on this?

This Teleac report is a valuable contribution to the knowledge of the field of adult education in the Netherlands. It is even more interesting to know that this research has a longitudinal character because interviews were carried out in June 1973, February 1974 and February 1975. It would take us too long to reproduce all the findings of the Teleac report in this paper, if only because of its 46 tables. Of course, some of the data will be mentioned here. Starting with the overall participation in adult education, it appeared that about 41 per cent had started with courses or training after they had finished full-time education. The number of respondents enrolled in a course at the time of the interview was about 4.3 per cent. To see what this means in absolute numbers, which are of course estimates again, see Table 9.

Table 9

PARTICIPATION IN ADULT EDUCATION IN 1974

	%	Volume in thousands
Total population aged 15 and over	100 %	9,449 - 10,433
Started with a course or training after finishing full-time education	41.3	3,303 - 4,313
Started with a course after full-time education and stopped with it	9.7	917 - 1,013
Still doing a course or training	4.3	407 - 449
Estimated total enrolment in adult education in 1974 (1)	7.5	709 - 783

1) Adapted from : Teleac, op.cit.

The percentage of 41 per cent which started with a course or training does not mean to say that all these people also finished it. According to the research about 10 per cent of the number that started with a course did not complete it.

To get an estimate of the total participation in adult education in 1974, starting with the percentage of adults enrolled in a course or training on the interview date, we have to take into account the average length and frequency of the courses. Because courses, especially vocational ones, vary from some days to five years, due to the varying frequency of the short courses and because of the probable skewness of the distribution of course length and frequency, it seems to be fair to multiply the percentage of 4.5 per cent (standing for participation on the interview date) with a factor 1.75. This brings us to a percentage of 7.5 per cent of the population of 15 years and older, or a number of about 750,000 adults taking part in adult education in 1974.

If we compare these numbers with the findings in this paper, there appears to be a big difference. But the fact that the results of the Teleac survey seem to be an under-estimate may be explained by the following:

> It seems very probable that people in the first place think of vocational education and training and some forms of general education with long-term courses when questioned about participating in a course after their full-time education. As a consequence the enrolments in courses provided by social-cultural organisations such as residential centres, People's Universities, etc., will be under-represented in this survey. An indication of the validity of this assumption is the fact that the Teleac survey does not include the apprenticeship training in contrast with the education provided by the young workers' educational institutes.
> The figures in this paper show that 'liberal' adult education plus young workers' education is almost a third of the total amount. Taking this into account, the findings of the Teleac survey and those in this paper come very close together.
> We may conclude that total participation in adult education and training is about 10 to 12 per cent of the population of 15 years and older.

In 1969 the Ministry of Culture, Recreation and Social Work commissioned the NCVO and the IWA (Institute for the study of adult education and planned change) to carry out an inquiry into 'Motivation and orientation in learning of adults in the Netherlands'.(1)

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1) G. Van Enckevort, C. Doerbecker, *Leermotivaties en leeroriëntaties van volwassen Nederlanders*, NCVO, Amersfoort, Vormingswerkcahier, nr. 11.

The findings in the report of this inquiry, from which we only use data about participation in adult education, are rather different from those presented so far. For the category of people who participated once, or more than once, in some type of adult education, Van Enckevort and Doerbecker indicate a figure of 68 per cent. This seems to be rather high, in comparison with the findings in this paper and in the Teleac report, especially when ascertaining that the research was carried out with a sample of the population of 21 years and older, a sample which was surely not wholly representative for this population group. Secondly, the figures also include participation in discussion groups and attending lecutres. As suggested above, in this paper and in the Teleac report, the findings refer to the population of 15 years and older, while the categories of discussion groups, lectures, etc. are excluded.

The reports are, therefore, not wholly comparable. Table 10 shows some figures from the NCVO-IWA report about participation in some types of adult education.

Table 10

PARTICIPATION IN ADULT EDUCATION OF THE POPULATION OF 21 YEARS AND OLDER IN 1969 AND EARLIER

Type of education	%
Correspondence education	37.2
Vocational training	23.1
Discussion groups	22.8
Local courses and lectures	34.6
Courses in residential centres	16.3
Other types	14.6

Adapted from G. Van Enckevort, C. Doerbecker, op. cit.

VII. PARTICIPATION OF WOMEN IN ADULT EDUCATION

As will be noticed, all tables presented so far show only estimated total numbers in adult education. The tables in this chapter attempt to show the differentials in participation by men and women. The purpose is to get insight into the question whether adult education also functions as a second-chance education for women, and if adult education reduces the existing education gap between men and women.

For that reason we take Tables 1 and 7 and change the numbers into percentages. So Table 11 shows the distribution of men and women participating in vocational adult education in 1971.

Table 11

PROPORTIONAL DISTRIBUTION OF MEN AND WOMEN IN VOCATIONAL ADULT EDUCATION IN 1971

(Percentages)

Type of education	Men	Women
a) Part-time education (total)	(75.4)	(24.6)
- second level, lower stage	90.1	9.9
- second level, higher stage	66.2	33.8
- third level, non-university	69.8	30.2
b) Teacher training	63.8	36.2
c) Part-time university education	63.8	36.2
d) Apprenticeship training	91.5	8.5
e) Retraining unemployed	100.0	-.-
f) Training of national and local government employees	82.2	17.8
g) Training in the armed forces	98.5	1.5
h) Police	98.0	2.0
i) Industrial courses	92.0	8.0
j) Correspondence education	58.0	42.0
Average total	81.2	18.8

Some figures in Table 11 are quite reliable because they are taken from the CBS statistics (a,b,d,e). The other figures are more or less constructed by means of findings from the GITP report (i), data from the Teleac report (j), the proportion of male and female employees (f,g,h) and the proportions in equivalent part-time education (c).

From the figures in Table 11 it is evident that correspondence education has the greatest proportion of female participants, about 42 per cent. However, it is not sure if this figure is completely reliable, because it refers to all correspondence courses followed over a length of time by the Teleac respondents and not to one single year.

In addition it was also impossible to make a distinction between vocational and non-vocational courses, which makes this figure a rough average estimate of the distribution concerning correspondence education as a whole.

Another and more reliable high percentage is that for teacher training, about 36 per cent. Part-time university education has a similar distribution, because to a large extent it also provides teacher training.

Looking at the distributions in part-time education we see big differences between the different levels. Although the overall participation of women in part-time education is steadily increasing, it is the most in secondary higher stage and third level education. Also remarkable is the similarity in distribution between second level lower stage education, the apprenticeship training and the industrial courses, where the participation of women is only between 8 and 10 per cent.

The average proportion of female participants in vocational adult education and training appears to be rather low; about 19 per cent. Converting these findings of male and female participation into percentages of their respective age-groups of 15 years and older, taking into account the corrected total participation, it appears to be 13.3 per cent for men and only 3.0 per cent for women (see also Table 13).

To get the distribution by sex for non-vocational adult education the numbers of Table 7 are converted into percentages. These are shown in Table 12. In this table the figures are also in part reliable (1a, 3a, b.) and in part constructed (1b).

The most remarkable figure here is the one concerning female participation in the young workers' educational institutes, about 60 per cent. Though the difference in female participation between the levels of general secondary education is not that big, comparing these figures with those for vocational secondary education there appear to be great differences, especially with regard to the second level lower stage.

The estimated average total is found by assuming that the distribution for TV courses, residential centres and local adult education is about fifty-fifty, using the distribution in local social-cultural centres as an indication for this assumption.

If we also convert these findings into percentages of the male and female age groups of 15 years and older, it appears to be 5.3 per cent for men and 4.2 per cent for women, a much smaller difference than that in vocational adult education.

Finally it may be interesting to compare these findings with some other distributions by sex, as shown in Table 13.

Skipping the figures of the distribution of male and female participants in the various kinds of education, which figures speak for themselves, we look at the more interesting percentages concerning the participation in education related to the respective populations of men and women.

Table 12

PROPORTION OF MALE AND FEMALE PARTICIPANTS IN NON-VOCATIONAL ADULT EDUCATION IN 1971

(Percentages)

Type of education	Men	Women
1. General education		
a) Part-time education		
- second level, lower stage	67.1	32.9
- second level, higher stage	74.8	25.2
b) Correspondence courses	58.0	42.0
2. TV courses	-.-	-.-
3. "Liberal" adult education		
a) Young workers' educational inst.	40.9	59.1
b) Local social-cultural centres	50.7	49.3
c) Residential centres	-.-	-.-
d) Local adult education	-.-	-.-
Estimated average total	55.2 %	44.8 %

An overall glance shows us that the participation of women in all kinds of education is rather small compared with that of men. This is most significant in vocational adult education, where female participation is less than a quarter compared with participation of men. In spite of this, it appears that the participation of women in vocational adult education is still greater than their participation in full-time education, both vocational and non-vocational.

It also becomes clear that men participate two and a half times more than women in adult education and two times more than men in full-time education. The participation of women in adult education is just one and a half times greater than their participation in full-time education. The difference between participation of men and women in education appears to be the smallest in the two kinds of non-vocational education.

VIII. DIFFERENT AGE-GROUPS IN ADULT EDUCATION

It is interesting to look at some other results from the Teleac report. It appeared that almost 70 per cent of the people doing a course on the interview date were between 15 and 30 years old.

Table 14 shows the breakdown in age-groups of the participants, and their participation rate in percentage of their age-group in the population.

Table 13

DISTRIBUTION BY SEX AND BY TYPE OF EDUCATION OF THE POPULATION OF 15 YEARS AND OVER IN 1971

Type of Education	Distribution of participants (per cent)		Participation as a percentage of age-group	
	Men	Women	Men	Women
Vocational adult education	81.2	18.8	13.3	3.0
Non-vocational adult education	55.2	44.8	5.3	4.2
Total adult education	71.6	28.4	18.6	7.2
Vocational full-time education	68.9	31.1	6.2	2.7
Non-vocational full-time education	55.8	44.2	3.5	2.8
Total full-time education	63.5	36.5	9.7	5.5
Working population	74.0	26.0	75.6	26.0
Population 15 years and over	49.5	50.5	100.0	100.0

Table 14

ENROLMENTS IN ADULT EDUCATION (JUNE 1973) BREAKDOWN BY AGES

Age-groups	Participation distribution	Age-group percentage
15 - 29 years	69.0	25.0
30 - 39 years	18.5	13.9
40 - 49 years	3.4	2.7
50 - 64 years	5.7	3.7
65 years and older	3.4	3.0
Total	100.0 %	

Source: Teleac, op. cit., Table 2.1.3.

From the report it is also apparent that the older generation not only participates less in current adult education, but they also did so in the past having completed full-time education. Likewise, they received less full-time education than the younger generation.

This may be partly an explanation for the results in Table 15, which show that the more full-time education people received, the more they were (or still are) involved in education and training after their full-time education.

It shows that 75 per cent of the people who received less than 6 years of full-time education never started with a course or training. The corresponding percentage for people who received more than 11 years of full-time education, appears to be 32 per cent.

Table 15

ENROLMENTS IN ADULT EDUCATION AFTER FINISHING
FULL-TIME EDUCATION (JUNE 1973)
BREAKDOWN BY YEARS OF FULL-TIME EDUCATION

Started with a course or training?	Numbers of years full-time education				Total
	6 years or less	7-8 years	9-10 years	11 years or more	
Yes, still doing so	1	3	7	15	6
Yes, no longer	19	34	41	41	36
No, never started	75	59	45	32	53
No answer	5	4	7	4	5
Total	100%	100%	100%	100%	100%

Source: Teleac, op.cit., Table 2.2.1.

From these findings and from the fact that the younger generation tends to follow a longer full-time education, we may expect an increase in participation in adult education in the future.

IX. COSTS OF ADULT EDUCATION

If it is difficult to obtain reasonable estimates about enrolments in adult education and training, it is nearly impossible to get information about the costs of adult education. Even the figures given by the CBS about government expenditure on education do not provide any information about state-aided adult education. Thus the following data also have to be rough estimates.

In order to obtain the cost of part-time vocational education, students enrolled in evening schools were counted as 25 per cent of full-time students. This brings us to a total of about f 120 million for the evening-schools, including teacher training.

Likewise, the cost for a part-time student at the university turns out to be about f 4,700. This would mean that total expenditure on part-time university education in 1971 was about f 12 million. With regard to the apprenticeship scheme the total cost in 1971 was about f 40 million, and in 1974 about f 60 million will be spent. The government expenditure on non-vocational part-time education in 1971 was about f 15 million and in 1974 about f 45 million will be spent on this type of adult education. From this it is evident that the government is attaching more and more importance to adult education, and that higher expenditure is not uniquely caused by the increasing enrolments in this type of education. The same tendency is demonstrated by the more than doubled expenditure on the young workers' educational institutes, from f 70 million in 1971 to f 176 million in 1974.

There is no information about the cost of vocational training in industry. In line with the variations in the duration of the courses from one day to five years, their costs vary from f 250 to f 5,500. If we estimate the expenditure at about f 1,000 per person, the total will be about f 400 million. This figure does not include the costs of earnings foregone, for which there is no basis for an estimate.

The amount of f 50 million for education and training in the armed forces also includes costs for the training of compulsory servicemen, who make us about 50 per cent of the total forces. From this f 50 million about 65 per cent is for vocational training. About 30 per cent is spent on courses, which are not provided by the services themselves and the remaining 5 per cent is spent on courses in the field of general knowledge and cultural education. The total expenditure on education and training in the armed forces is about 0.8 per cent of the total expenditure on defence.

With regard to the expenditure on correspondence education, there is no information available. But if the estimated number of anuual enrolments is multiplied by the typical fees charged by some correspondence colleges, it would suggest about f 125 million for vocational courses and about f 60 million for general education courses in 1971. Finally, a rough estimate must be made of the expenditure on "liberal" adult education, like residential centres and other types of cultural education. As for the other forms of adult education, there is also only little or no information available. Starting from some annual accounts of several folk high schools or equivalent institutions and taking into account the subsidy given by the government, we get an estimate of about f 70 million. Table 16 summarises the estimates of expenditure for each type of education and training discussed in this paper.

It must be emphasized again that these estimates are extremely crude and represent no more than a basis for further enquiry.

Table 16

ESTIMATES OF EXPENDITURE FOR ADULT EDUCATION AND TRAINING IN 1971

Type of education	millions of florins
I. State-aided adult education	
a) Part-time education	
- vocational (including teacher training)	115 - 128
- non-vocational	13 - 15
b) Part-time university education	11 - 13
c) Apprenticeship scheme	38 - 42
d) Young workers' educational institutes	67 - 73
e) Retraining unemployed	29 - 31
f) "Liberal" adult education	67 - 73
(Total)	(340 - 375)
II. Not state-aided adult education	
a) Training in industry	380 - 420
b) Training of government employees	22 - 24
c) Training in the armed forces	47 - 53
d) Training of police	11 - 13
e) Correspondence education	
- vocational	120 - 130
- non-vocational	60 - 65
(Total)	(640 - 705)
Total	980 - 1,080

As shown in Table 16, expenditure on all types of adult education and training in 1971 was probably about f 1,000 million. In the figures given, the indirect costs, such as earnings foregone, are not included. The calculation of the total costs for adult education belongs to the field of the economics of education, which is rather under-estimated as an academic discipline in the Netherlands.

While there is only little known about the costs of formal education in this country, the study of the costs of adult education has not even been started.

The only information we can provide is about the government expenditure on adult education, which consists of subsidies given to the types of adult education mentioned in Table 16, Ia - f. Table 17 shows these figures for 1971 and 1974.

Table 17

ESTIMATES OF GOVERNMENT EXPENDITURE ON ADULT EDUCATION AND TRAINING

(millions of florins)

Type of education	1971	1974
Vocational adult education	200 - 220	255 - 281
Non-vocational adult education	103 - 113	243 - 269
Total	303 - 333	498 - 550

In spite of the increased expenditure from 1971 to 1974, the government expenditure on adult education is still only 1 per cent of the total government expenditure in 1974.

The disparity with formal full-time education becomes clear when we realise that government expenditure on formal full-time education is about 23 per cent of the total government expenditure in 1974. Although these findings are based on rather crude estimates, they raise a number of questions about the balance of resources between adult education and formal full-time education.

X. SUMMARY AND CONCLUSIONS

This paper is an attempt to give a comprehensive survey of participation in and costs of all forms of adult education and training in the Netherlands. It was commissioned by the Organisation for Economic Co-operation and Development (OECD) in Paris, on behalf of the Working Group on Educational Statistics and Indicators of the Education Committee. By participants in adult education and training are intended those people who have finished compulsory full-time education and who are not enrolled in regular full-time education as covered by the Secondary Education Act (including universities and 'hogescholen'). The definitions employed cover both vocational and general adult education, although it is not easy to make clear distinctions. Establishing the boundaries of adult education also appears to be difficult, for example with regard to the gradual extension of compulsory education. It is emphasized that most of the figures presented in this paper are estimates, because there are almost no statistics about the area of adult education. It is estimated that the volume of enrolments in various kinds of vocational adult education and training in 1971 was approximately 900,000 (including double counting and multiple enrolments of participants). This estimate is based on the few existing statistics and on a report of the GITP, which suggested that perhaps 15 per cent of employees were enrolled in vocational courses. The figures also show that about 44 per cent of vocational adult education and training is provided by external institutions, which are not state-aided, about a third by internal courses and about 24 per cent by state-aided educational institutions. During 1971 about 385,000 participants were enlisted at the numerous kinds of correspondence institutions and this number rose to about 408,000 in 1973. The majority of the courses in which people participate can be characterised as vocational courses, followed by general and recreational courses, while courses equivalent to full-time secondary general education form only a minor part with about 8 per cent. Comparing the numbers of enrolments in secondary general education courses in 1971 and 1973 an increase of 27 per cent is shown. The third kind of adult education, i.e. non-vocational education, which can be further divided into general education, TV courses and 'liberal' adult education, causes most difficulties in estimating the volume of participation. Not only because of the wide variety of institutions and organisations involved. A great many of their activities cannot be classified as 'organised programmes of instruction', but a systematic course of lectures may be as educational as an evening-class. Thus the total number of enrolments in non-vocational adult education must be a very rough estimate approximately assessed at 800,000. Looking at the distributions it becomes clear that most people participate in 'liberal' adult education and that state-aided evening schools form a very small part with only 2 per cent. To obtain an estimate of the total participation in adult education some assumptions are made about the volume of multiple enrolment in order to avoid double counting. After correcting the total, participation in 1971 is estimated to be somewhere about 1.2 million. This means 12.8 per cent of the population of 15 years and older and this is almost twice as many as the participation in full-time education by this population group.

The findings in this paper are then compared with those revealed by a survey published by the Television Academy Foundation 'Teleac', which concerned the levels of interest in courses and education after full-time education. Although there appears to be a major difference between the results, due to the different parameters of the two reports, it may be concluded that total participation in adult education and training is between 10 and 12 per cent of the population of 15 years and older. Furthermore, this paper attempts to make estimates about the differential participation by men and women. Little information is available about this aspect. It became clear that the participation of women in all kinds of education (including full-time education) is rather small. This is most significant in vocational adult education, where female participation is less than a quarter compared with that of men. In spite of this, it appears that female participation in vocational adult education is still greater than their participation in full-time education, both vocational and non-vocational. It is also shown that women participate two-and-a-half times less than men in adult education, but one-and-a-half times more than their participation in full-time education.

Data from the Teleac report, which are partially included in this paper, show that the bulk of the people participating in adult education were between 15 and 30 years old. It also became apparent that the more full-time education people received, the more they were (or still are) involved in education and training after completing their full-time education. From these findings and from the fact that the younger generation tends to follow a longer full-time education, we may expect an increase in participation in adult education in the future.

It is sad to say that obtaining reasonable or even crude estimates about the costs of adult education is virtually impossible. While there is little known about the costs of formal education in this country, study of the costs of adult education has not even begun. When we realise that the estimated expenditure on all types of adult education in 1971 was approximately f 1,000 million (which amount represents only the direct costs) it seems that more knowledge of the field of the economics of education is necessary.

As a consequence of the results presented in this paper we can draw some general conclusions. The first conclusion is that in spite of all the things that are going on in the Netherlands concerning 'permanent education', 'second-chance education', 'adult education', etc., there are still enormous gaps in information, especially with regard to basic statistical data. I think it is rather shaming that this paper is the first attempt, to my knowledge, to make a comprehensive survey of statistical data concerning adult education in the Netherlands. If the Dutch Government is interested in increasing 'second-chance education' or 'permanent education' in the terms of their programme, a first priority must be to obtain more complete, and especially more recent information, about the current provision of educational facilities. Secondly, we can conclude that the way in which the data for this paper have been gathered starting from the institutions providing courses appear to be quite unsatisfactory. In line with the recommendation of the Working Group on Educational Statistics and Indicators of the Education Committee of the OECD, it would seem better to gather data by means of survey-research, as carried out by Teleac.

The Teleac report has shown that the survey method works very well and quickly, so it may serve not only as an example for other OECD countries but also for the Dutch Central Bureau of Statistics. However, neither the Teleac report nor this paper answer all questions concerning adult education statistics. Together they provide only the first outline of a picture of adult education statistics in the Netherlands.

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VII

SWEDEN

by the
OECD Secretariat

INTRODUCTION

Although adult education is no novelty in Sweden, it was chiefly in the 1960s that the movement really developed, mainly as a result of important changes in the education system as a whole. The 9-year basic school (grundskola) has been made compulsory for all and there is room now for almost 90 per cent of those who complete it to go on to the new-style secondary schools (gymnasieskolan) which combine the old continuation, vocational and pre-university secondary schools. As a result, the gap is widening between the younger generation, with a high level of education, and the older generation with only six to seven years' primary education, which places it at a disadvantage, especially as far as the labour market is concerned. The Swedish authorities are aware of the inequality which this creates, and in an effort to reduce it have considerably widened and developed the different types of adult education, thus enabling adults to improve their basic knowledge.

Furthermore, rapid technical change and the consequent obsolescence of knowledge make necessary the constant updating and readjustment of school education, of whatever type or level, and therefore create further needs for adult education.

One of the innovatory measures adopted by Sweden, especially at the instigation of the former Minister of Education, Mr. Olaf Palme and the 1968 Education Commission (U68), was to reconsider all forms of youth and adult education and to place them within the broader framework of recurrent education, a new system following on compulsory schooling and comprising alternate periods of work and study.

The various types of education described below should be viewed in this light, although they still have several features in common with traditional forms of adult education. Although there is no official definition of adult education in Sweden, it may be described as embracing all educational or cultural activities undertaken by persons who have either ended or interrupted their schooling and have been engaged in another activity for some time.

Its many different programmes organised on a voluntary basis or by the Government, offer a wide range of educational and training facilities.

I. PROGRAMMES EQUIVALENT TO THOSE FOLLOWED IN SCHOOLS AND DESIGNED TO SUPPLEMENT BASIC TRAINING

Adult education organised by local authorities

This type of education follows the same programmes as the upper cycle of the basic school (7th to 9th year of study), the upper general secondary schools (Gymnasium), the specialised continuation schools (fackskola) and the vocational schools (yrkesskola); classes are given in various subjects. With the establishment of the new-type secondary school in 1971-72, the only remaining distinction is between basic and secondary level programmes. All courses are non fee-paying.

Most of the classes are given in the evening in local schools by teachers from these schools. Students may choose to study a single subject or to prepare for the whole examination. Day classes are also offered as well as full-time education. The minimum age for admission is 16 years for subjects corresponding to basic schooling and 18 years for subjects at secondary level.

The salaries of teaching staff and headmasters are covered entirely by State subsidies. In order to receive these subsidies, local authorities must organise classes of at least 12 students per course (in sparsely populated areas, 8).

Table 1

TREND OF LOCAL ADULT EDUCATION
(SUBJECT CLASSES) APPROXIMATE FIGURES

	1967-68	1968-69	1969-70	1970-71	1971-72
Number of local authorities organising subject courses	30	225	280	300	?
Total number of students	12,300	37,000	62,000	87,000	?
State subsidies (S.Kr. million)	11.3	52	83	98	130

N.B. The difference between the number of students shown in Table 1 and in Tables 2 and 3 is due to the fact that in Table 1 the figures refer to the total number of persons taking subject courses while in Tables 2 and 3 they refer to the number of students enrolled in each course and one same student may enrol in more than one course.

Table 2

BREAKDOWN BY LEVEL OF STUDENTS ENROLLED IN SUBJECT COURSES

	Upper secondary school		Specialised continuation school		Basic school		Total	
	Number	%	Number	%	Number	%	Number	%
Winter semester 1968	43,068	68	1,319	2	18,944	30	63,331	100
Summer semester 1970	57,216	55	6,513	6	40,537	39	104,266	100
Summer semester 1971	73,631	46	10,462	7	76,503	47	160,596	100

Table 3

BREAKDOWN OF STUDENTS BY SUBJECT AND LEVEL SUMMER SEMESTER 1970

Subject	(Percentage)			
	Upper secondary school	Specialised continuation school	Basic school	Total
Swedish	13	7	14	13
English	19	33	33	25
Other languages	16	0	10	12
History, geography	6	0	4	5
Religion, philosophy, psychology	9	3	2	6
Civics	10	2	3	6
Mathematics	12	17	22	16
Other science subjects	6	15	11	9
Business management	7	3	0	4
Office management	2	0	0	1
Engineering	1	17	0	2
Other subjects, e.g. music	0	2	1	1
Total	57,216	6,513	40,537	104,266

Table 4

BREAKDOWN BY AGE AND LEVEL OF EDUCATION OF STUDENTS ENROLLED IN SUBJECT COURSES - WINTER 1968 AND 1970

(Percentage)

Age Group	1968		1970		
	Upper secondary school and specialised continuation school	Basic school and assimilated	Upper secondary school	Specialised continuation school	Basic school
-20	16	13	11	11	9
21-25	30	17	26	21	16
26-30	20	18	22	20	19
31-35	12	16	14	17	17
36+	22	36	26	32	40

In addition to the students enrolled in subject courses, in 1968-69 about 82,000 students were receiving vocational training at "Yrkesskola" level in the following fields:

Services (including home economics)	27,000
Clerical and commercial studies	25,000
Industry and craft trades	15,000
Technical training	11,200
Welfare services and nursing	2,000
Others	1,300

These tables show the rapid development which has taken place in local adult education. There has been an increase in the number of local authorities organising courses (in 1970, almost 70 per cent of the 464 authorities in Sweden did so), in the number of students, which increased seven times between 1967 and 1970, and in the subsidies granted by the State. They also show the growing importance of courses at basic school level, which reflects the Swedish authorities' desire to give priority in adult education to persons with a low level of education. At the same time, the average student age is rising: just over 40 per cent of students on secondary level courses and 57 per cent of those at basic school level were over 30 in 1970 as against 34 per cent and 52 per cent respectively in 1968. Finally, the most widely studied subjects are languages and sciences.

Programmes organised by the State

There are two State schools for adults at Norrköping and Härnösand, both of which draw their students from the whole of Sweden. Their programmes correspond to those of the upper basic school and the various types of general and technical secondary school and are adapted to each student. They are generally of two to four years' duration. The education given may either combine correspondence courses and study periods (of about five weeks) under the supervision of teachers in one of the schools or may simply consist of correspondence courses. School equipment is provided free of charge and the schools help students to find lodgings during the periods of study.

The State pays teachers' salaries and covers the cost of school equipment, etc. Its contribution in 1971-72 amounted to Sw.Kr. 7 million. Students attending such courses are of varying ages and are often unemployed, sick or handicapped persons who wish to retrain for a new occupation. A large number study for the leaving certificate of the basic or secondary schools. The number of students in this area has also grown rapidly during the past few years, especially those on correspondence courses, as shown in the table below:

Table 5

TREND IN THE NUMBER OF STUDENTS ENROLLED IN STATE SCHOOLS FOR ADULTS BETWEEN 1967 AND 1972

	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Correspondence courses and study periods						
Norrköping	1,850	2,150	2,800	3,500	4,200	4,500
Härnösand	450	550	650	650	650	650
Total	2,300	2,700	3,450	[illegible],150	4,850	5,150
Correspondence courses only						
Nyintagna	500	500(1)	1,000	1,500	1,500	2,000
Total	500	1,000(1)	2,000	3,000	4,000	5,000

1) Later increased by 250 pupils.

In addition, the Härnösand school is experimenting with teaching by telephone: every student enrolled at the school may telephone, free of charge, during the day or evening to discuss any problems which he cannot solve himself.

Adult education at university level

Since 1968, persons without the formal qualifications normally required can undertake university studies. The only requirement is that they must be 25 years of age when enrolling and have been in paid employment for at least five years or have acquired equivalent experience in some other way. At the present time, these students may choose among thirteen different study areas; the most popular are education, psychology, sociology and business management. Their numbers increased from 1,226 in 1969-70 to 1,590 in 1971-72.

In addition, a pilot programme of vocational courses started in the universities in 1969-70, recruiting undergraduates as well as adults without formal qualifications but with some years' work experience. The number of these courses was increased in 1970-71 and they deal, for example, with the protection of the environment, administrative techniques, labour market techniques and the problems of assistance to developing countries.

II. CULTURAL PROGRAMMES AND LEISURE ACTIVITIES

Of the different types of adult education in Sweden, that known as "folkbildning" is the oldest and the most in keeping with the country's traditions. In the main, it is provided by the "popular education" associations and by the "Folk High Schools". The educational programmes of trade union organisations may also be included in this category.

Popular education associations

At the present time there are ten popular education associations, all but one of which are affiliated to various organisations, political parties, churches, temperance societies, etc.

The most important branch of activity of these associations is the study circle, which differs greatly from traditional forms of education as regards subject choice, methods employed, conditions for admission and student participation in the studies. Study circles must have a minimum of five and a maximum of twenty participants in order to be eligible for financial assistance (the average number is ten) and have a minimum duration of twenty hours, spread over a certain period of time. According to the official definition, a study circle consists of a number of persons who meet as a group for the joint study of a given subject or subjects. The participants help each other with their work and the group leader acts as co-ordinator, not teacher. The subjects studied vary considerably from one association to another and their choice is often influenced by the member organisations, e.g. the Workers' Education Association, which accounts for almost one-third of all participants, devotes a large part of its activities to two areas of study; civics and law and economics and management, whereas the study circles run by two church-affiliated associations study mainly religion, philosophy and psychology. With very few exceptions, the study circles do not lead to any formal qualifications.

The number of study circles is growing rapidly; there were about 81,000 in 1959-60 with about 800,000 participants. Ten years later this figure reached approximately 180,000 with 1,800,000 participants. Most of them are subsidised by the State: 124,193 in 1967-68 out of a total of 142,148.

The size and activities of study circles, whether subsidized or not, are summarised in Tables 6 and 7 below.

Table 6

STUDY CIRCLES

	1962-63	1967-68	1968-69
Number of circles	101,155	142,148	155,241
Participants	1,018,904	1,463,243	1,598,147
Hours of study	2,579,256	3,757,900	4,199,382
Average number of participants per circle	10.1	10.3	10.3
Average number of hours of study per circle	25.5	26.4	27.1

Table 7

BREAKDOWN OF STUDY CIRCLES ACCORDING TO SUBJECT - 1969-70

Subjects	Percentage of Circles
Religion, philosophy, psychology	4.1
Languages	29.8
Literature, arts, theatre	18.2
Music	13.8
History, geography	2.1
Civics, law	14.0
Engineering, industry, communications	3.2
Economics, management	11.9
Science, medicine, sport	2.9
	100.0

In addition to study circles, the popular education associations organise lectures on various subjects, concerts, exhibitions, plays and other cultural activities. There are also university study circles which must comprise at least forty-eight hours of study, spread over a minimum of sixteen meetings. The adult education given by these associations is partly financed by State and local authority subsidies, partly by contributions from organisations affiliated to the association and partly by the participants' enrolment fees.

The State's contribution to these courses, which in 1963 was S.Kr. 15 per hour, rose to S.Kr. 20 in 1967 and to S.Kr. 30 in 1970-71 and to S.Kr. 40 for certain subjects such as basic Swedish, mathematics, civics and English, for which the students, who are mostly immigrants and people of low educational level, do not have to pay enrolment fees. These subsidies cover 75 per cent of the cost of the salaries paid to group leaders and the teaching equipment, except in the last case,where they cover all the cost. With regard to the subjects receiving a S.Kr. 40 subsidy, the State in addition contributes S.Kr. 5 per hour for administration and outreach activities. State subsidies to popular education amounted to S.Kr. 140 million in 1971-72 with an additional S.Kr. 10 million for organisational costs and pedagogical activities and S.Kr. 100 million from local authorities and regional councils, i.e. an overall total of S.Kr. 250 million.

Folk high schools

These colleges are typically Scandinavian institutions and have been in existence for over a hundred years. At the present time there are 115. Just over half of them belong to "popular" movements such as trade unions, temperance societies, churches, etc., and the remainder are run by regional councils. They are usually residential and offer two types of courses: winter courses of 22 to 34 weeks in length spread over 2 to 3 years, which had 13,000 participants in 1971-72,and courses in special subjects which generally last 2 to 3 weeks often organised in collaboration with other popular cultural associations and which had about 23,000 participants in 1971-72.

The education given is of a general nature but many adults wish to acquire the basic knowledge necessary for going on to higher level studies or vocational training. These schools have a large amount of freedom in programme choice, the only compulsory subject in all annual programmes being music and certain other basic subjects such as Swedish, literature, history, civics, psychology, chemistry, biology and hygiene in the first year programme.

The minimum age for admission is 18 and tuition is free, but students must pay for their accommodation (S.Kr. 300 to 500 per month); many receive grants either from local authorities or organisations or under the State's educational aid programme.

State grants to Folk high schools cover all salaries of teachers and school administrators and part of the cost of teaching equipment and building construction.

These schools also organise courses for handicapped or disabled persons whose maintenance is entirely paid by the State. State subsidies to Folk high schools totalled S.Kr. 130 million in 1972-73.

Educational programmes of workers' organisations

All the major organisations, especially the Labour Confederation (LO), which represents workers from both the public and private sectors, the Central Corporation of Salaried Employees (TCO) and the Confederation of Professional Associations (SACO) whose members are all university graduates, organise educational programmes for their members on a fairly wide range of subjects.

The aim of these programmes is on the one hand to improve the Trade Union and social training of workers and enable them to form an opinion on current problems, and on the other hand to prepare Trade Union delegates for their role in negotiations with management which implies a sound knowledge of legislation and collective agreements, as well as economics and civics. There are also specialised courses on industrial safety, workers' protection, collective contracts, etc.

The length of these courses varies considerably. LO for example, organises three-month courses designed to provide students with a solid grounding in general subjects; six-week courses, during which students study Swedish, mathematics, physics, social politics and social psychology, in addition to the subjects directly connected with trade unionism; one to three-week courses in residential colleges and, finally, study circles. TCO's longest course lasts one month and the other bodies generally limit their courses to one week or one, two or three days.

The situation in 1968 was as follows (see Table 8):

Since 1970-71, the State has been granting subsidies to these organisations for their educational programmes. Subsidies amounted to S.Kr. 7.5 million in 1972-73 and cover all fees (to a maximum of S.Kr. 100 per week) and half the transport costs of students, who also receive a daily allowance of S.Kr. 30 for accommodation.

In 1968, the expenditure of the organisations themselves totalled:

LO : S.Kr. 15.8 million
TCO : S.Kr. 2.3 million
Others : S.Kr. 1.1 million

Table 8

COURSES RUN BY WORKERS' ORGANISATIONS

	Organisations				
	LO (1966)	TCO+ SALF	SACO	Others	Total
Long courses					
Number of courses	244	37	1	2.5	284.5
Number of course days	2,050	245	5	12.5	2,312.5
Participants	8,025	1,311	30	75	9,441
Average number of participants per course	32.9	35.4	30.0	30.0	33.2
Average number of days per course	8.4	6.6	5.0	5.0	8.1
Short courses					
Number of courses	933	249	50	20	1,312
Number of course days	1,113	566	140	50	1,874
Participants	37,901	7,440	1,500	600	47,441
Average number of participants per course	38.2	29.9	30.0	30.0	36.2
Average number of days per course	1.1	2.3	2.8	2.5	1.4

III. OTHER NON-DIRECTLY VOCATIONAL TYPES OF ADULT EDUCATION

Radio and television programmes

In 1967, a committee on television and radio education (TRU) was set up to study the possibility of using these media for adult education. The first two courses at upper secondary level began in 1968 and were devoted to English and business economics. Courses in mathematics, social sciences, psychology, etc. followed later, as well as courses at the level of the last years of basic school. Some of them prepare for the upper secondary school final examinations, and a course in economics, started in Autumn 1971, led to a university first degree.

The aim of these programmes is to enable adults to study at home with the help of school textbooks prepared by TRU and published by the publications department of the Swedish Broadcasting Corporation. TRU also works in collaboration with other adult education bodies;

for example, the courses run by local authorities and by the State provide an opportunity for following TRU courses under the guidance of a teacher. During 1970-71, such courses accounted for 18 hours of programme time per week, and in addition programmes were frequently repeated.

It is difficult to determine precisely the number of people who follow radio and television courses, although some idea may be obtained from the sales of the relevant textbooks: 116,567 for language courses and 34,105 for general courses from 1st July 1967 to 30th June 1968. The subsidies granted to the TRU Committee for its activities totalled S.Kr. 14.5 million in 1969-70 and S.Kr. 18 million in 1971-72.

Correspondence courses

In the past, correspondence courses were an independent activity in which only the student and the organising body were concerned. To an increasing extent, these courses are becoming a part of the educational system and are being given in conjunction with the education provided by study circles, radio and television, etc. There are three main correspondence course organisations:

- Hermods: a private body authorised by the State to hold examinations, which has some 200,000 students per year, of which in 1971-72 55,000 were new enrolments. Most of the courses correspond to those of formal educational institutions or are directly connected with a particular occupation.
- Brekskolan (correspondence school) which is run by the popular education organisations and does not lead to any formal qualifications. About 50,000 (of which in 1971-72 38,000 new enrolments) students are enrolled in this school, whose present role is mainly to prepare the study material used by study circles in particular.
- LTK (agricultural correspondence school) which had in 1971, 2,000 participants and whose main function is once again to provide study circles with the study material they need.

IV. VOCATIONAL TRAINING PROGRAMMES

Labour market training

This type of education is an important feature in national manpower policy. Although initially reserved for the handicapped, it has been extended to other categories. At present, in order to be eligible for this training, one must:

i) be unemployed or redundant or have difficulty in finding employment;

ii) be aged at least 20 (although exceptions are made for the handicapped, unmarried mothers, heads of families and refugees) and be looking for work through the National Employment Agency;

iii) need this training in order to obtain permanent employment;

iv) if condition (i) is not fulfilled, aim at an occupation in which there is a shortage of skilled labour.

The most common programmes are the following:

a) retraining for new occupations;
b) further training to improve knowledge already acquired;
c) beginners' courses for young people who have not had any occupational training.

These courses represent about 90 per cent of the manpower training programmes which also offer "re-entry" courses for persons who have ceased activity for a certain period and post-graduate courses for graduates who are experiencing difficulty in obtaining employment.

Courses vary in length from a few weeks to two years, but the average duration of retraining courses is about six months. As well as technical and practical subjects, the programmes also include non-vocational subjects to make up for the lack of basic education of many of the participants. Roughly half the students follow the special courses organised by the National Board of Education (SÖ) in conjunction with the National Labour Board (AMS), 25 per cent receive their training within the formal educational system, 10 to 15 per cent with firms and the remainder in local authority adult education programmes, folk high schools, etc.

The number of participants has increased as follows:

1959-60 : 14,154
1962-63 : 32,566
1965-66 : 45,951
1967-68 : 78,647
1970-71 : 100,000
1971-72 : 130,600

Those accepted for manpower training courses receive grants for transport, clothing, subsistence and accommodation and family allowances, totalling between S.Kr. 700 and 800 per months for single persons and S.Kr. 1,200 to 1,300 for a family with two children. Both tuition and school equipment are free.

This type of training is entirely financed by the State which devoted S.Kr. 52 million to it in 1959-60 and S.Kr. 626 million in 1971-72.

Training in industrial and commercial firms

This type of training is directly derived from the old system of apprenticeship provided by employers with a State grant. The old system is still in operation, but by 1962 the number of apprentices was down to 5,000 mainly in the trades sector and the building industry, and it is being increasingly replaced by a more academic form of education. Its aim, on the one hand, is to provide school leavers with training which is directly linked to the occupation which they wish to take up and, on the other, to facilitate the development and adaptation of persons working in the firm. It is estimated that firms devote between 0.2 and 2 per cent of their turnover to it.

Training provided by the Swedish Employers' Confederation (SAF)

The SAF, which covers 25,000 firms, is the largest employers' organisation in Sweden. It co-ordinates the various education activities resulting from private initiative. The programmes are exclusively reserved for employees of member firms and are directly related to the immediate needs of both firms and individuals. They are usually short courses on management at different levels and industrial engineering. All fees are paid by the firms, as are maintenance expenses and wages of staff attending these courses.

In 1968, SAF organised about 740 courses which were attended by some 13,000 persons and its expenditure totalled S.Kr. 12 million.

Training provided by the Co-operative Movement (KF)

The KF's principal aim in organising courses is to train qualified staff for high level positions in the movement, but it also provides general programmes for all categories of staff. At local level, courses are held in co-operative societies and in KF factories; they qualify for more advanced training at the co-operative college near Stockholm. Courses usually last a week, sometimes less.

In 1968, KF organised 180 courses, attended by 4,120 employees at a cost of S.Kr. 3,780,000.

Training programmes in the Civil Service

The State plays an important part in the retraining and further training of civil service staff. Courses are organised either by the various departments themselves, or, at central level, by three specialised bodies. Similarly, the local authorities association and the regional councils association provide courses for councillors and for local or regional authority employees. Courses are generally held during office hours.

To sum up, it is estimated that in Sweden, at the present time, more than 2,000,000 people out of a total population of 8,000,000 are enrolled in some form of adult education which, in 1970-71, represented 25 to 30 million student-days of teaching.

Direct State expenditure on adult education amounted to S.Kr. 1,023 million in 1970-71 or just over 11 per cent of total educational expenditure (S.Kr. 9,230 million of which 3,700 million borne by local authorities) and 1,109.7 in 1971-72, broken down as follows:

(Millions of S.Kr.)

Types of programme	1970-71	1971-72
Local	130	165
State	9.6	7.0
Folk high schools	111	133
Lectures	2.5	2.8
Popular Education Associations		
Subsidies to study circles	130	165
Subsidies to associations	8.9	9.4
Central programmes of employers' and workers' organisations	5.0	7.5
Labour Market training	626	(620)
Total	1,023	1,109.7

With the exception of labour market training, these figures do not include State aid to students which, partly as a result of the new regulations which came into force in 1969, is being increasingly extended to adults.

In order to be eligible for this aid, adult students must be engaged in full-time studies or the equivalent, although they may also have paid employment. Each "subject" in adult education programmes counts for a certain number of points and each student must enroll in courses totalling 85 points per term and must follow them regularly, i.e. he must put in at least two-thirds of the number of hours scheduled for each course. The "youngest" students (those under 20) receive a monthly allowance of S.Kr. 100 or more, up to a maximum of 300 if they fulfil certain conditions, and the "oldest" receive S.Kr. 175. In addition, they are all eligible for study loans.

Adult students may also receive financial assistance from other bodies: trade unions, employers' associations, professional organisations, firms, etc.

Proposals for adult education in 1972

On the proposal of the Minister without Portfolio, Mr. Sven Moberg, a law on adult education was voted by the Parliament in March 1972. Amongst other measures, it provided for the following:

- an increase in subsidies to study circles at basic school level for the teaching of Swedish, English, mathematics and civics from Kr. 40 to 45 per hour so as to enable education associations to step up their efforts to reach the least-favoured levels of the population;
- extension of the activities of the Committee on Methods of Evaluating Adult Education (FOVUX), appointed in January 1970, to include a study of the various measures taken to attract into adult education those who need it most;
- reduction in the number of participants (from 12 to 8) necessary for starting courses for displaced workers in under-populated areas particularly affected by this problem;
- special subsidy of S.Kr. 200,000 (this year, 300,000 will be proposed) for the production of educational equipment for the handicapped;
- an increase, at local level, in the educational and vocational guidance services for adults, as well as in research and development work on adult education;
- increase in Ministry of Education allocations to adult education, which should amount to S.Kr. 523.3 million for the financial year 1972-73 (vocational training being within the province of the Ministry of Labour and Housing).

These measures, and those taken in recent years, have a common objective which sums up the policy of the Swedish authorities on adult education: to try to give priority for further training to those with the lowest level of education.

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VIII

UNITED KINGDOM

Proprietary Schools
by
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and

Adult Education and Training
by
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PROPRIETARY SCHOOL EDUCATION

I. INTRODUCTION

The purpose of this study is "to assess the participation in, and cost of, proprietary schooling in the United Kingdom, in fields where education is supplied by private profit-making bodies. It should concentrate on those types of training for which public facilities are inadequate".

The study complements Maureen Woodhall's paper which appears in this volume. However, we would not expect the two sets of statistics to be more than roughly consistent, given the necessary level of aggregation of Miss Woodhall's paper, the overlaps between fee-paying and public sectors, our own problems of coverage and the difficulties of obtaining data which fit the official definitions. We believe, however, that our data follow the spirit of the definitions sufficiently well to be practically useful.

Our coverage excludes colleges of further education, polytechnics, teacher training colleges, universities, workers' educational associations (WEA) and other voluntary organisations. It includes, in principle, all independent fee-paying establishments but excludes on-the-job and other in-service training. Essentially, that is, proprietary education for our purposes includes all types of private fee-paying instruction provided for a "post-regular-school" clientele within the general spirit of the OECD definitions.

There are no readily-available and compatible statistical sources. There is for example no source for this sector comparable with the Department of Education and Science *Education Statistics, Vol. III*. From time to time, there have been efforts to document particular sectors of private education. For example, the National Economic Development Office (NEDO) has published two informative reports on management education:(1) the management sector has in fact had the most useful and comprehensive coverage. Reports on adult education in general, the most notable of which is the Robbins Report (1962)(2) have

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1) National Economic Development Office: *Management Education in the 1970s*, HMSO, London, 1970 (Rose Report), and National Economic Development Office: *Education for Management: A Study of Resources*, HMSO, London, 1972.

2) Committee on Higher Education: *Higher Education*, Cmnd 2154, HMSO, London, 1963 (Robbins Committee).

been essentially concerned with the public sector, and other studies, such as A.J. Peters, British Further Education (1) and John Lowe, Adult Education in England and Wales (2) also give negligible information about the private fee-paying sector.

In 1968, the Institute of Adult Education published a report entitled Adequacy of Provision (3) which presented the results of a sample survey of adult education facilities in seven areas within the United Kingdom.(4) This sample was treated as representative of facilities in the country as a whole: a proposition of dubious validity in respect of the private fee-paying sector in the light of the high concentration of such facilities in and around London. The report estimated that only 5 per cent of all adult education is provided by the private sector.

Our own investigation has involved 10 per cent random sample surveys of educational establishments by types, supplemented by references, e.g. to professional bodies and to a variety of specialised sources (these sources and institutions are listed at Appendix I and the questionnaire used is reproduced at Appendix II). Consistency of procedure has not been an overriding (even if an attainable) objective. We have used the best information we could get within the time and resources available to make estimates for each particular activity, and to illustrate some special features which seemed of interest. These individual estimates, whose detailed compilation is explained in the text, have then been aggregated to provide, we believe, reasonably complete coverage for this sector as a whole. We would hope, therefore, that the aggregate data gives the right orders of magnitude: we would certainly expect the estimates to be better than anything which now exists.

The activities covered are:

i) Management
ii) Secretarial
iii) Languages
iv) Correspondence
v) Professional
vi) Other: Driving Schools
  Art and Design
  Journalism
  Ballet Dancing
  Domestic Arts
  Dramatic Arts
  Flying
  Music

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1) A.J. Peters: British Further Education, Pergamon Press, London, 1967.

2) John Lowe: Adult Education in England and Wales, Michael Joseph, Ltd., 1970.

3) National Institute of Adult Education: Adult Education - Adequacy of Provision, London, 1970.

4) The areas were Reading, Preston, Northamptonshire, Dorset, Lincolnshire (parts of Lindsey), Newcastle and Derbyshire.

Our own estimates for each activity have been checked as far as possible against the findings of others. Such checks depend upon the availability of other estimates: little is available except in the fields of management (1) and correspondence study.(2)

The market for fee-paying education is inevitably volatile when the private sector co-exists with a large and heavily subsidised public sector. Apart from demand fluctuations, a sneeze (extension of provision) in one part of the public sector may mean pneumonia (problems of survival) for competitive fee-paying institutions. We shall return to these questions when interpreting our empirical evidence. For our immediate concern with statistical sources, the point of importance is that it appears to be characteristic of the fee-paying sector that it contains a substantial number of establishments which have a relatively short life (say three or four years). It is accordingly difficult to obtain precise information concerning numbers of establishments. The importance of these "fringe" establishments in relation to total provision varies between types of proprietary school, depending on such factors as ease of entry, necessary scale (capital, etc. requirements) and vulnerability to state competition. We have not investigated this phenomenon in any detail, but have learned enough to believe that it might merit further enquiry. It is our judgment, for example, that "fringe" institutions provide for less than 0.1 per cent of student numbers in management education and correspondence establishments, but that they probably make a substantial contribution in the field of language education. (It is of interest that "non-recognised" language schools generally charge lower fees than recognised ones: but not all non-recognised schools appear to be "fringe" schools).

The preceding paragraph introduces a final point concerning coverage. For obvious reasons, our best information normally relates to establishments which are members of national associations or institutes. We have used, for example, the Management Courses Index, membership lists of the Association of Recognised English Language Schools (ARELS) and of Accredited Correspondence Courses, and other lists of establishments circulated by various relevant institutes. We have tried to amplify this information where it is manifestly inadequate. For example, the Associations of Secretaries do not compile lists of establishments because, as one of the principal ones told us: 'constant revisions were too expensive'. Information on secretarial colleges has therefore had to be extracted from directories.

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1) NEDO Reports, op.cit.

2) R. Glatter and E.G. Wedell: Study by Correspondence, Longman, London, 1971.

In the sections which follow, we first present and comment upon the general findings, dealing successively with broad matters such as student numbers and costs, with employment and with the characteristics of the education provided. We then give further detail relevant to particular types of proprietary school education.

II. NUMBERS AND COSTS

Student numbers in private adult education

The comparative distribution and growth of the public sector since 1968 is shown in the table below.

Table 1

TOTAL NUMBER OF STUDENTS AT ALL GRANT-AIDED ESTABLISHMENTS
(excluding teacher training colleges and universities)

Year	Full-time	Short full-time	Sand-wich	Day Release	Other P/T Day	Evening	Total	% Growth
1968	214,000	-	30,000	--- 750 ---		2.0 mn	3.0 mn	-
1970	222,917	14,895	36,549	627,882	120,820	2.1 mn	3.1 mn	3.3 %
1971	235,393	13,217	40,790	587,505	[illegible],517	2.2 mn	3.2 mn	3.2 %

Source: Education Statistics, Volume III, 1971.

Numbers attending both vocational and non-vocational courses are included in the above. (In 1968, according to Sir Lionel Russell, the number of students (18+) attending non-vocational courses provided by the major establishments, WEAs and extra-mural departments of universities was 2 million. He predicted a growth of 100 per cent in the following five to seven years: actual growth 1968-71 was about 6.5 per cent.

Table 2 gives our estimate of numbers in proprietary education in 1970-71.

The numbers in the two tables are broken down in different fashions, and are not strictly comparable for other reasons. Particularly, the figures refer to enrolment, not to time spent in education. It seems very likely, in the light of the information we provide in Section IV, that the two sectors differ markedly in this respect.

Nevertheless, our finding of some 4.8 million students in further education in 1970-71, of whom around one-third were in proprietary

Table 2

TOTAL NUMBER OF STUDENTS IN PROPRIETARY EDUCATION, YEAR 1970-71

	Numbers
Management colleges	172,000
Secretarial colleges	26,000
Language schools	133,000
Correspondence colleges	300,000
Professional bodies	50,000
Other	937,000
Total	1,618,000

schools, is in such marked contrast to the findings of the Institute of Adult Education for 1968 (see page 278), that some attempt at reconciliation is called for.

The major source of difference between the Institute's 5 per cent and our 33 per cent is the fact that our "Other" category includes students at driving schools, who account for as much as 56 per cent of the 1.6 million proprietary school students. If they are excluded, other such education is 14 per cent of all adult education.

Next, we must take note of the fact, already mentioned, that the Institute study is almost certainly an under-estimate because the London region is excluded from the sample. For example, non-U.K. nationals constitute 4 per cent of the 33 per cent, and three-fifths of this group are resident in the London area.

Any remaining discrepancy is in our view within limits explicable by differences in coverage, and particularly by the fact that our own survey has picked up types of proprietary education under-represented in the Institute study. It is also possible, of course, that the proprietary sector has grown in relative importance since 1968. We cannot make an informed judgement about this, given that data about the proprietary sector has not been collected on an ongoing basis.

Costs of Proprietary Education

The interest of economists in the use of resources to provide any particular type of education is concerned with the relation between the implied sacrifice (loss of resources to the production of other forms of output), and the predicted return (increase in future output imputable to the educational "investment"). There are certain aspects of this formulation which, while of general relevance, are of special importance in respect of proprietary education.

We need in the first place to distinguish between the benefits and costs relevant to individual decisions and the benefits and costs which are of significance to the community. The two may differ, essentially, because individuals are not made to bear all the opportunity-costs of the resources needed to educate them, or because the resultant benefits from the educational "investment" are not all captured by the individual receiving the education. Thus, the yield (rate of return) to educational investment for an individual may be different from the yield upon that investment to the community, for example because the cost of acquiring the education is lower for the individual than for the community of which he is a member (because other people bear some of the necessary sacrifices) or because the expected yield from the "educational investment" has "spill-over" attributes: it accrues to individuals other than those acquiring the additional education.

We have not in fact made any attempt at the cost-benefit appraisal of proprietary education. A study of this type, dealing separately with the different types of education, would be well worth doing, but was not possible within our present budget and timetable. There are difficult problems to be solved in respect of both costs and benefits.

Costs

We have divided the costs of acquiring proprietary education into two types: direct - essentially, fees paid to private establishments, and indirect - a measure of the earnings foregone by those acquiring the education. Thus, the direct costs incurred by someone to enable students at proprietary schools to be educated can be measured by the total revenues earned by the sector. The relevant information is given at Column (2) of Table 3.

Table 3

ESTIMATES OF TOTAL COST OF PRIVATE EDUCATION 1971-72 (£ m.)

Type of Educational Establishment (1)	Direct Cost (2)	Indirect Cost (3)	Total Cost (4)
Management	39.5	4.3	43.8
Secretarial	6.6	39.0	45.6
Language	17.2	2.0	19.2
Correspondence	16.3	-	16.3
Professional bodies	10.0	18.7	28.7
Others	32.2	19.5	51.7
Total	121.8	83.5	205.3

It will be observed that the use of revenues accruing to proprietary schools as a measure of costs is not a procedure completely free from ambiguity. Certainly, the sums concerned (fees) represent the sacrifices that someone has to make to get access to the relevant courses. But we shall find when we come to consider indirect costs that our aggregate data probably throws more light on the community than on the individual cost-benefit situation. So regarded, the revenue statistics clearly include an element of profit, and this in turn means that comparisons with cost-data for the public sector must be treated with some caution, since one is an input-measure and the other a measure of the market value of the "product" (proprietary education) including a "yield" (profit) to the entrepreneurial function.

Direct Costs

Gross expenditure of the public sector on the students listed in Table 1 was £457.9 million in 1971, so that, subject to our reservations concerning comparability, the proprietary sector accounted for perhaps one-fifth of total direct costs of this general type of educational provision. Our estimates indicate that spending in the proprietary sector may have grown by around 55 per cent in money terms since 1968, the increases being widely spread between types of education, ranging from as little as 15 per cent in the case of correspondence education to perhaps 70 per cent in language education.

Indirect Costs

Apart from the need to pay fees, students in proprietary schools must sacrifice time which could be given over to other activities. The orthodox means of dealing with this is to treat earnings foregone as a necessary cost (sacrifice) of the acquisition of the education, to be offset by the expected yield (in increased earnings) from the subsequent deployment of the skill. It is generally accepted that, while the formulation is conceptually plausible, there are formidable definitional and measurement problems to be dealt with in practice. The field of proprietary education highlights some of these problems in striking fashion.

First, it is generally accepted that educational activities may yield "consumption" benefits of a "non-pecuniary" kind, both during and after the period in which the education is acquired. For an individual who has no plans to work for money, attendance at a proprietary school implies the sacrifice of "leisure" - or, in more concrete terms, the sacrifice of some other use of time. But attendance at the school may represent a preferred use of leisure, and/or an enhanced capacity for the enjoyment of leisure in the future. How to value the foregone alternative use of leisure, and the present and future (enhanced capacity for enjoyment) benefits which result? There are no solutions to this problem which do not involve a considerable degree of arbitrariness. (A particular further complication, not without practical relevance, concerns the services of housewives. Convention commonly leads to these being ignored because not paid for. But a housewife attending a Cordon Bleu cookery course must work longer hours or have help at home. She may "benefit" by enjoying the course, she and her family may "benefit" directly from her improved (but unpaid) capacity as a housewife, and (e.g.) her husband's job-prospects (expected lifetime earnings) may be enhanced because of the improved quality of her entertaining).

Second, the distinction between costs to the individual and the costs to the community acquires an added dimension in the case of proprietary education, in that it is common, in the case of some types of such education at least, for both direct (fee) costs and indirect (foregone earnings) costs to be borne wholly or partly by employers. The technically simplest case would be one in which the employer paid all fees and also paid wages at the same level as for qualified employees. In this case, the student bears no costs except the psychic (positive or negative) costs associated with acquiring the education. The situation becomes more complex if employers pay only a part of the fees and/or pay a "trainee" wage less than that paid to trained workers. (From the employers' viewpoint, the payments are a form of investment in skill: his willingness to bear such costs is determined not only by the contribution (profit) which he himself expects to be able to obtain from the availability of a skilled worker, but also by the difficulties he faces in establishing a satisfactory property in the skill itself, which in a physical sense must "belong to" the worker who acquires it).

Third, many of the skills acquired through proprietary schools clearly confer more than one kind of benefit upon the student. While it is evident from a perusal of the list that this "multi-product" attribute is common to most of the types of education concerned, it can be illustrated very simply by reference to driving instruction. As we shall see, much driving instruction is provided to employees at the cost of their employers: this is of the nature of vocational training. But the same skill is clearly of direct value as a social attribute: many people acquire it with no direct vocational purpose in mind.

Finally, a significant minority of students are foreign nationals. Many of these are acquiring skills with a vocational purpose in mind. But their "foregone earnings" will frequently (but not always) be earnings abroad.

We have not been able to deal with these problems in any depth, and indeed our calculations should be treated as illustrative rather than definitive. No attempt has been made to measure benefits. Direct costs have been measured as the revenues accruing to establishments in the proprietary sector. In the case of indirect costs, we have attempted to ascertain what students in each of the proprietary sectors would have been doing otherwise. For those who would have been working, we have used average hourly earnings data for the relevant occupations to estimate foregone earnings per course, then totals for the activity, and by aggregation the total of earnings foregone. We have taken no account of how studies were in fact financed (e.g. by students or by their employers). In the case of language schools, only English students learning foreign languages have been assumed to have relevant foregone earnings.(1)

The stimates are necessarily tentative. The numbers actually losing earnings cannot easily be ascertained (e.g. an Italian - foreign national - English language student may be working part-time as a waiter and attending courses to improve his efficiency). The figures for hourly earnings are for those trained in the skill concerned and in some cases may therefore over-estimate the foregone earnings of students. No value is assigned to leisure or unpaid alternative activities such as those of housewives.

These difficulties notwithstanding, the figures probably provide a plausible estimate of the global magnitude of the major indirect component of the social costs of proprietary education. The figure is an interesting one: Table 3 shows indirect costs (foregone earnings) in 1971-2 at £83.5 million, which is over two-fifths of the total community costs (£205.3 million) of such education. This suggests that proprietary education has a very strong training component, and one which would merit further study both for its own sake and in the context of public policy towards industrial training in general.

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1) Detailed explanations of the calculations for each type of proprietary education are given in the text. Average foregone earnings per student per course were:

	£
Management	25
Secretarial	1,500
Language	300
Correspondence	-
Professional	560
Other	

Source: New Earnings Survey, 1973 (Department of Employment Gazette) and own sources.

III. QUALIFICATIONS AND SALARIES OF TEACHERS

Almost all the services provided by the proprietary sector have an exact or at least a closely similar counterpart provided through the public sector. Consequently, the same general kinds of teaching skills and professional qualifications are needed in both sectors, and the general level of salaries in the proprietary sector is determined by the prevailing rates in the public sector. We begin, therefore, by describing how pay is determined in the public sector.

Teachers in further education in the public sector are paid by reference to a salary scale determined by a review body known as the Burnham Committee. Local education authorities have the responsibility for applying the scales to individual teachers. Table 4 gives the scales applicable from 1st April 1973. The figures in brackets apply to good honours graduates (e.g. teachers who hold 1st or 2nd class honours degrees of British universities). Senior scales are:

Lecturer grade II:	£2,515 to £3,243
Senior lecturer:	£3,291 to £3,655 and in some cases £3,928
Principal lecturer:	£3,581 to £3,989 and in some cases £4,499
Head of Department:	Grade I £3,001 to £3,345 Grade II £3,345 to £3,753 Grade III £3,678 to £4,086 Grade IV £3,968 to £4,396 Grade V £4,312 to £4,740 Grade VI £4,621 to £5,093

Table 4

BURNHAM SCALE OF TEACHERS' SALARIES

Assistant lecturer and lecturer grade I		
Assistant lecturer		Lecturer grade I
£		£
1,360		1,660
1,441		1,745
1,522		1,830
1,603		1,915
1,684		2,000
1,765		2,085
1,846		2,170
1,927		2,255
2,008		2,341
2,089		2,427
2,170		2,513
2,251		2,599
2,336		2,685
2,336	(2,417)	(2,766)
2,336	(2,498)	(2,847)
2,442	(2,498)	
	(2,498)	
	(2,604)	

Promotion from one grade to another usually only occurs when a position has been vacated or when new positions arise after expansion.

Traditionally, the teachers in the public sector have adopted a "professional", non-militant attitude to wage negotiations, but they have become less passive, and more willing to take "industrial" action, with growing awareness of the erosion of their position by inflation.

Enterprises in the proprietary sector take the Burnham Scale as a guide where appropriate (e.g. in the case of language and secretarial teaching). But they are operating in a competitive market, and, since they are concerned only with their own profitability and have no administrative procedures similar to those of the public section, their pay arrangements tend to be more flexible and more immediately responsive to current labour market conditions. Given the need for proprietary schools themselves to be responsive to market demand (see IV and V below), they also want a labour force that is adaptable in terms, e.g. of hours of work and terms and conditions of employment. Given the diversity of proprietary school activities as well as the differences in working conditions, useful statistical comparisons of earnings are not available. But it is clear that the proprietary schools are perfectly willing to pay well in excess of the public sector scales for suitable specialist teachers in short supply. At the same time, they are better able (and willing) to use staff with poor formal qualifications if they can meet an unfilled demand by doing so.

The proprietary sector is better placed in general to adopt a flexible attitude towards qualifications, and e.g. to accept direct experience as a substitute for formal training. The situation differs according to the needs of the particular student group, and our enquiries did not disclose any general tendency for the quality of instruction to be down-graded by watering-down staff qualifications. While the possibility clearly exists in areas where entry of new establishments is easy and the casualty rate among new entrants high, the more common situation is that competition from the public sector and from other proprietary schools, together with the need to maintain a satisfactory examination record and to place students in employment, is enough to ensure the employment of adequately-qualified staff. Table 5 shows the qualification breakdown of the staff of a secretarial and language teaching establishment which is believed to be fairly typical of its group.

Proprietary schools commonly accept experience as a substitute for other qualifications where (as, e.g. in typing and office management) the skills needed and purpose of the training make this appropriate. Teaching diplomas are not regarded as essential in such circumstances, not least because the teacher training provided by the public sector may not be well-adapted to the needs of students (and hence staff) in the proprietary sector (see IV and V below).

Table 5

TEACHERS' QUALIFICATIONS IN A TYPICAL LANGUAGE/ SECRETARIAL COLLEGE

Subject	No. of Tutors	Proportion of Tutors			
		Holding Degrees	Holding Non-Graduate Diplomas (1)	Completing a formal qualification	Not formally qualified
		%	%	%	%
Secretarial studies	32	25	62	6.5	6.5
English language studies	18	100	-	-	-
Total (all tutors)	50	52	40	4	4

1) Qualifications of the Royal Society of Arts, or equivalent.

While there are no legal requirements demanded by the Department of Education and Science of prospective teachers in the public sector, in practice lecturers in further education colleges tend to have a degree or some professional qualifications together with experience. In subjects like economics and accountancy, commercial experience is treated as an asset by public institutions. Polytechnics require good professional qualifications, or an honours degree, and, more recently, usually demand both qualification and experience. The main difference between teachers in other further education colleges and those in polytechnics is in terms of the proportions of staff in particular grades. About 40 per cent of all lecturers in other further education colleges are junior lecturers, whereas in polytechnics the proportion of juniors is about 1 in 100. The distinction is clearly attributable to the fact that the polytechnics, while they continue to provide some courses which are competitive with the proprietary sector, are increasingly becoming engaged in university-type activities.

IV. COURSE CONTENT AND TIMING: PLACEMENT OF STUDENTS

Course Content and Timing

Table 6 gives details of numbers and length of courses, by type of proprietary school education.

Table 6

ANNUAL NUMBER AND AVERAGE DURATION OF COURSES PROVIDED BY PROPRIETARY SCHOOLS (1973)

Type of Course	Estimated number of courses (1)	Average length of each course
Management	8,500	2 weeks
Secretarial	1,700	15 weeks
Language	7,000	12 weeks
Correspondence	7,500	20 weeks
Professional bodies	2,700	15 weeks
Others (excluding driving schools)	2,300	16 weeks
Driving schools	900,000	15 weeks

1) A course is a programme of instruction for one or more people. It may vary from a series of one-day seminars to a two-year full-time diploma course.

In some categories, e.g. management studies, the length of courses varies from 1-day seminars to courses lasting about 8 weeks. Other courses, e.g. those taken by correspondence students tend to be longer and also tend to last at least six months. Courses in languages are usually three months in length although there are shorter intensive ones lasting about a week.

Courses in private colleges which lead to recognised qualifications, e.g. London Chamber of Commerce, Secretaries Diploma, usually follow the academic year closely, with holidays at Christmas, Easter and summer. The summer break tends to be considerably shorter than in the public sector.

It is in the provision of short courses that the difference between the private and public sector is most evident. Private colleges tend to be much more sensitive to the detailed needs of students than do their public sector counterparts. Language schools, e.g. were quick to exploit increased demand by companies in 1973 for foreign language crash-courses designed to meet specific executives' needs. These courses are intensive, lasting about 3 weeks or sometimes less, and are designed to give the student oral and aural competence. Literacy is given lower priority, unless prior demand is for such a course. Secretarial colleges have also responded to the increased demand for short courses, by providing a very wide range of possible courses, from 12-day, 1-hour-per-day courses to full-time courses lasting a year or more. There are courses for all levels, beginners, intermediate and advanced. Advertisements stress the value of touch-type courses which use modern equipment; they also stress that a certain standard is guaranteed. The whole approach in these courses is very flexible - hours are chosen by the student and can be changed easily. Courses may be run continuously during the year and fees are between £1-2 per hour. The increase in demand for these courses is reflected in the number of new establishments being established.

Competition between proprietary schools and the public sector is influenced by two factors (apart from the need of the former to adapt to demand in order to survive): regulation of courses and financial arrangements.

In respect of the former, the Department of Education and Science restricts the flexibility of public provision by requiring that a student have a certain number of teaching hours within a defined period - usually two years - in order to be eligible to sit for degree-standard examinations such as the Higher National Diploma. Public establishments can manipulate their timetables only within this constraint. At the same time, public sector colleges can get financial assistance which enables them to provide full-time courses (15-25 hours of tuition per week) for about £150 per annum. Part-time courses (say six hours per week) are not subsidised in this fashion. The cost to the student in the public sector establishments (perhaps £15-60 per year) is roughly the same for this type of course as in the proprietary schools, which tend generally to be better-equipped and more carefully-adapted to student needs. The public sector does tend to provide competition in respect of some of the more expensive and ambitious courses, particularly in the field of management studies. Table 7 lists some of the short courses offered by a typical London Polytechnic in 1974.

To obtain further information as to adaptability of the proprietary sector to student needs, we undertook a more detailed survey of the provision of driving instruction, the sector being chosen because of the likelihood that students would have variable needs, e.g. about the time of day or week at which they wished to attend, and firms would have strong incentives to meet those needs, given the strength of professional competition (entry is not difficult) and the alternative "amateur" possibilities (learning from friends).

As is common in such markets, driving instruction is offered by a few large firms and a large number of smaller ones. The time-pattern of activities revealed by our (sample) enquiries we believe to be fairly typical of the two groups. Table 8 gives the details.

The smaller firms surveyed showed a different distribution of types of student, with the smaller firms having more single and less married women. There is also a marked contrast in the distribution of teaching over the day. The large firm shows a fairly regular

Table 7

SHORT COURSES IN MANAGEMENT STUDIES OFFERED BY A LONDON POLYTECHNIC FOR 1974

Title of Course	Length of Course	Fee	Timing
Executive Development Programme for the Petroleum Industry	3 weeks (R)(1)	£300	June
Finance for the Non-financial Executive	1 week (R)	£75	March
Essential Management Accounting	3 days (NR)(2)	£40	May
Stock Control	2 days (NR)	£30	February
Management Development Programme	10 weeks (NR)	£350	October & April

1) R = Residential.

2) NR = Non-residential.

Table 8

TIME-DISTRIBUTION OF DRIVING SCHOOL LESSONS

A. Large Firms

Time of Day	Total	Type of student		
		Men	Single women	Married women
	%	%	%	%
Morning	35	18	8.5	8.5
Afternoon	35	18	8.5	8.5
Evening	30	16	7	7
Total	100	52	24	24

B. Small Firms

Time of Day	Total	Type of student		
		Men	Single women	Married women
	%	%	%	%
Morning	20	9	10	1
Afternoon	30	11	13	6
Evening	50	30	12	8
Total	100	50	35	15

pattern with some slackening in the evening, the smaller ones an increasing tempo through the day with the evening as a peak period in which three-fifths of all lessons are given. We would of course expect deviations from this pattern; our informants gave illustrations of the effect of location on the pattern of services provided. Thus, a driving school in a commercial area will have a midday "peak", with large numbers of men and single girls taking lessons during their lunch hours. In an area with a lot of shift working, the evening "peak" for men will be reduced, and the proportion of lessons given during "commercial" working hours increased.

The general impression is of a pattern of provision carefully adapted to student needs, with the larger firms providing a somewhat more standardised service and the smaller ones surviving by their ability and willingness to meet special demands. Our ancillary evidence supports this interpretation. Overall, some 60-70 per cent of all students take lessons during leisure time. Some 20 per cent are sponsored by their employers. Within these totals, the detailed breakdown for the small firms surveyed showed that about 40 per cent of the men attending during working hours did not themselves forego earnings but were sponsored by their firms. The rest of the men in these periods were shift workers attending in their own time. The majority of men had lessons in the evening or on Saturdays. Single women also tended to be more concentrated in non-work periods than the table suggests, using Saturdays and lunch hours as well as evenings. A piquant discovery is that, according to our sample, the number of married women taking driving lessons has fallen by 60 per cent since 1970. One can speculate only that, with widening car-ownership, the threat to marriage of teaching one's wife to drive has become less serious. This inference of conjugal bliss is reinforced by the discovery that the married women taking driving school lessons do so in the evenings rather than on Saturdays: father prefers to look after the kids in the evening and have his wife at home on his free day.

Placement in employment

Placement in employment of students in the proprietary sector is used as an advertising aid in promoting courses, but it is not normally considered to be of major importance in increasing demand for courses. All secretarial colleges, e.g. have appointments divisions which set up interviews for girls in their final year. None, however, guarantee placement in a job, though it is stressed that a serious attempt will be made to help girls find employment. Since the demand for girls with secretarial skills is currently so high, schools do not in fact have any problems placing girls. No secretarial colleges allowed girls to repeat courses free of charge in order to reach the required standard, though we found some instances of girls on twelve-hour courses being allowed to repeat one or two classes.

Establishments in the public sector provide some kind of careers advisory service. The quality of such services varies, being influenced, inter alia, by local authority policy. Polytechnics tend to have the better placement services, many employing trained careers advisers. In the case of further education establishments, some have advisers but most depend on their teaching staff to provide advice. It is anticipated that the provision of careers advisory services by post-secondary establishments will become a statutory obligation in the near future.

The essential contrast between the proprietary sector and the public sector is that the public sector facilities are directed primarily towards counselling about careers and prospects, with actual placement playing only a very secondary role, if any. The proprietary schools, on the other hand, involve themselves in matters of subsequent employment only to the extent that it is in their commercial interest to do so. Thus, where help is given, it is likely to be biased towards actual placement rather than general advice. Nor, in general, is even this kind of placement a major activity. The proprietary schools develop to meet known demands not adequately filled by the public sector: it follows that students with a vocational interest attend such schools because they know that employment opportunities exist, and would accordingly be unlikely to regard the existence of a placement service as being of major importance.

V. GENERAL OBSERVATIONS

The most important distinguishing feature of the proprietary schools is their entrepreneurial character: they are unsubsidised enterprises supplying services in a competitive market for fees. This is reflected, as we have seen, in such things as their adaptability to the detailed needs of students, their attitude to staff qualifications and pay, and the planning of their courses.

It follows that the proprietary schools tend to "cluster" around the deficiencies of the public sector, providing types of education not found there, or similar types more effectively "packaged" to student needs. Their character may also reflect public sector deficiencies in other countries: we have indicated the importance of foreign students for some kinds of proprietary school in the United Kingdom.

In the United Kingdom at least, this results in a proprietary sector providing many short courses, providing for needs not thought appropriate for the public sector (such as driving instruction), and providing for evolving skill-shortages to which the public sector adjusts slowly if at all (e.g. the training of skilled secretaries). It is also implicit in the situation in the United Kingdom that the activities of proprietary schools will be in fairly continuous flux, because of the need to adapt in response to policy changes in the larger and heavily-subsidised public sector. These characteristics are of some importance for the development of inter-country comparisons: "snapshot" descriptions/comparisons are not likely to be particularly illuminating unless placed explicitly in the context of ends:means relationships in the country's general education system as a whole.

The exercise revealed some interesting philosophical and practical problems for the cost-benefit appraisal: how to distinguish consumption and investment in the case of proprietary schools, how to deal with the training element particularly where firms are involved in financing. Given that we have found that the proprietary schools make a not unimportant contribution to the provision of training, some further work in this field might be justified by its practical as well as its intellectual interest. There are formidable technical and data difficulties, not least in the (most interesting) areas where the various sectors overlap. (Secretarial skills, for example, can be obtained at some public sector schools before minimum school leaving age, by full-time study at proprietary or public sector establishments, by study at similar establishments outside working hours, by study in either sector during working hours at students' or employers' cost, and by on-the-job training. All these have different cost-benefit implications for individuals and for the community.)

VI. ANCILLARY INFORMATION ON PROPRIETARY SCHOOLS BY TYPES

General

Our ultimate objective has been to obtain the best possible estimate of the economic significance of proprietary school activities, and as already explained we have given consistency of procedure less weight than optimum use of the available source material. There are however some general considerations which need to be borne in mind in interpreting the data.

One such consideration concerns the calculation of direct costs. As already explained, we have in fact attempted to estimate the fee-income of the schools. Typically, proprietary schools offer courses of varying length and difficulty. In general, our procedure has been to treat our sample as typical of the sector as a whole. By obtaining information on fees by types of course and associated numbers of students, we can obtain aggregate fees by type of course and an average fee per student in the sample. This average is then applied to an estimate of total student numbers in 1971-72 to give an estimate of total fees paid (direct costs). Departures from this procedure are explained in the text.

The only indirect costs estimated are foregone earnings. The exercise requires specification of numbers of workers affected, and their "appropriate" rate of pay. Both give rise to difficulties. There are some categories, particularly those with many female students, in respect of which the issue is genuinely "philosophical": we have to decide whether the student "would have been working" had he or she not been attending classes. Our general view has been that we should attribute earnings losses to students expected to use the education to earn income: on this basis, we have used rough proportions of total students at proprietary schools as the basis for our calculations. So far as foreign students are concerned, we have been unable to take direct account of them save in the case of language teaching (where we probably exclude too many), but have had their existence in mind when estimating foregone earnings elsewhere. The level of foregone earnings is optimistic, assuming generally that students could earn the "qualified" rate: but this is probably compensated by the exclusions described above and by the fact that some sectors (correspondence) are allowed no foregone earnings at all.

The fact remains that the estimates rest on broad simplifying assumptions in respect both of principle and of evidence. We believe that the orders of magnitude are not seriously misleading: a much more comprehensive investigation would be needed to confirm or reject this view.

Management

General information about management education is available from the NEDO studies referred to earlier. The essential statistics for 1969-70 are given in Table 9.

Table 9

TOTAL NUMBER OF MANAGEMENT STUDENTS ATTENDING COURSES OF ALL LENGTHS, 1969-70

	Universities/ Business Schools	Further Education	Employers	Independent Centres	Total
Students	21,000	81,000	119,000	135,000	356,000
Courses (incl. repeats)	1,000	4,900	7,300	8,500	21,700

There were 115 institutions providing courses in the private sector, and independent centres provided 81 per cent of the courses for senior and middle managers and 61 per cent of the courses for junior and trainee managers. 41 per cent of the courses provided by these centres were of less than six days' duration.

The information in Table 9 was used to estimate the number of students in independent centres in 1971-72. We assumed a growth-rate of 13 per cent per annum, which gives a total number of students of around 172,000. The growth-rate is that predicted in the NEDO Education for Management reports earlier cited. It is noteworthy that Professor Rose (op.cit.) anticipated a much faster growth-rate. But we have thought the lower one more realistic, for several reasons:

i) The forecasts are for management education as a whole. This is an area which has been of increasing interest to the government in recent years, and it is realistic to expect this to result in a relatively slower growth of the private sector.

ii) The forecasts suggested a shift in emphasis towards short courses, ranging from 1-day seminars to four-week top-level courses. But some observers still thought them optimistic. Thus, a subsequent *Financial Times* survey,(1) while acknowledging that numbers had increased substantially, emphasized that most employers remained cynical about "an academic approach to management".

iii) Our direct enquiries cast doubt on the plausibility of the Rose forecast.

The average fee per student course in 1971-72 (see above) was £230. This gives a total fee-income (direct cost of management education) of £39.5 million.

Indirect costs were obtained by estimating the foregone earnings (or equivalent where earnings were made up by the employer) on the assumption that all students would otherwise have been employed at the going "professional" rate. Thus, the *New Earnings Survey 1973* was used to calculate foregone average hourly earnings of students attending particular kinds of courses, and this number multiplied by the length of courses. The numbers obtained can then be aggregated to obtain a figure for total foregone earnings. This calculation gives us a total indirect cost of £4.3 million.

Like all proprietary education, private management education is sensitive to changes in public sector arrangements. Public provision (supported in some areas by private benefaction) has been expanding rapidly in the last few years. The present position is that U.K.

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1) *Management Education*, Financial Times, 31st March 1971.

management education generally does not approach the levels of provision in the United States, but is still better developed than in EEC countries, even though some of the latter (such as France and Belgium) are taking steps to expand management education. One feature of growing public involvement in the United Kingdom is already apparent: our informants saw a decline in the number of U.K. nationals attending long courses in the private sector, offset by a rise in the number of non-U.K. nationals applying for courses of nine months' or more duration. We have taken no account of this change in our cost-estimates: it may nevertheless produce a marked change in the character of private management education over the coming decade.

33 per cent of the proprietary sector students on management courses were senior or middle managers and were sponsored by their employers. Courses offered by a typical (or, better, not a-typical) college embraced management development, marketing, behavioural sciences, finance and accounting. All the courses were full-time, and their average duration was two weeks. Most courses for senior managers lasted less than two weeks, and many lasted only one or two days.

Secretarial

There are no reliable statistical sources on proprietary secretarial education. The Department of Employment collects no information. Private employment agencies do not normally require information as to where applicants qualified, and so cannot give even a rough estimate of the number qualifying through the private sector. The National Association of Personal Secretaries also collects no reliable information about either number of establishments or number of students.

In these circumstances, we were obliged to consult relevant directories (Truman and Knightly, Burrows, Gabbitas and Thring) listing secretarial training establishments. Our estimates are derived from a 10 per cent survey of the listed establishments.

In 1971-72, approximately 26,000 students enrolled for courses in secretarial studies at private establishments. This figure includes girls doing comprehensive secretarial studies (1) as well as those doing shorthand or typing only. Total enrolments for the year give a fair approximation of total numbers studying, since over 80 per cent were doing short courses. In the last four years there has been an increase of about 50 per cent in the numbers attending short

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1) Subjects for the London Chamber of Commerce Private Secretaries Certificate include: Structure of Business, Private Secretarial Practice, Communications, Office Organisation, Equipment and Services, Private Secretarial Duties, Shorthand, Typing Duties.

courses (from 1 week to 3 months). These courses are attended mainly by school leavers (about 70 per cent), the rest being either students awaiting university entrance or graduates seeking employment.

Total fees (direct costs) of proprietary schools in 1971-72 were calculated by taking average fees in a typical college and multiplying by the number of students. This gives a round figure of £6.6 million. Indirect costs, calculated in the fashion described above, produce the surprisingly large total of £39 million.

It is of some interest to compare provision in the public and private sectors. The number of students attending secretarial courses at polytechnics and other public sector establishments is given in Table 10.

Table 10

NUMBER OF STUDENTS ATTENDING SECRETARIAL COURSES AT ADULT EDUCATION INSTITUTES, 1969-71

	Full-time	Sandwich	Part-time day	Evening	Total
1969	4,468	99	408	727	5,702
1970	4,819	122	582	646	6,169
1971	4,865	56	531	884	6,336

Source: Education Statistics, Volume III, 1971.

Thus, around four-fifths of all students were in private institutions. But this global percentage conceals some interesting differences of detail.

About three-quarters of all the public sector students were attending full-time courses: there is no real equivalent in the public sector to the "cheap" (£20 average fee) short course of, e.g. 12 days at 1-hour per day provided by proprietary schools. Thus, the relative importance of the public sector would become much greater if we measured student-hours rather than student numbers.

Table 10 shows a growth in the number of full-time public sector students. Numbers in this group in the private sector have been declining over the same period, for reasons which illustrate very well the sensitivity of proprietary education to developments in the public sector.

First, extended full-time courses of a year or longer provide conditions in which the advantages of flexibility and adaptability to demand are least important, and in which public sector establishments can most easily provide comparable facilities. The expansion of public sector facilities thus provides crippling competition to the proprietary schools, whose (unsubsidised) fees of say £600 for such courses are some ten times as high as those charged by Polytechnics and other colleges of further education.

Second, the cost-disadvantage of the proprietary schools has been exacerbated since April 1973 by the need to levy value-added tax on fees.

Third, the rate of growth of demand in this area has encouraged girls to qualify as quickly as possible, since they have no difficulty in obtaining employment without formal qualifications. The private schools thus have a positive incentive to furnish rapid-results courses aimed at the inculcation of basic skills.

Languages

The Association of English Language Schools consists of 54 language schools which are recognised by the Department of Education. Estimates of total numbers in this sector are based on information collected from 10 per cent of these establishments, supplemented by information in Financial Times surveys.

We estimate that in 1971-72, the total number of students studying all languages was 133,000, and total fee-income, calculated by the means already described, £17.2 million. To calculate indirect costs (loss of earnings), we treated only U.K. students learning foreign languages as relevant: they comprise 5 per cent of all students and their lost earnings are estimated at £2.0 million.

60 per cent of all students were aged 18-28, and only 10 per cent were over 38. Average duration of courses is six months, with an average of three intakes per year. About 60 per cent of the students attended 3-month courses. Of the rest:

- 10 per cent attended courses of less than one month
- 15 per cent attended courses of 3-6 months
- 15 per cent attended courses of more than six months

Fees for courses show wide variations: for example some short intensive courses may cost £180 for a 45-hour week, while 48 hours' tuition during 12 weeks of evening classes cost around £18.

The relation between public and private sectors follows the usual pattern, but is also influenced by the traditional attitudes of the British to foreign languages as well as by recent international developments. Table 10 gives some interesting comparisons.

The table shows over 39 per cent of British chief executives speaking no foreign language, and a similar number speaking only one. By comparison, no other EEC country surveyed had as many as 4 per cent of its chief executives without at least one other language. Only one in five of the British had more than one foreign language.

Table 11

NUMBERS OF FOREIGN LANGUAGES SPOKEN BY
CHIEF EXECUTIVES IN FIVE EUROPEAN COUNTRIES

(Percentage)

No. of foreign languages spoken	British	German	Italian	Belgium	Dutch
None	39.2	2.1	20	3.8	2.1
One	39.2	31.9	18.2	26.6	0.0
Two	15.0	54.3	50.5	20.8	14.9
Three	3.3	8.5	23.2	28,0	66.0
More than three	3.3	3.2	6.1	20.8	17.0

Source: Taken from Financial Times survey, 9th February 1972 (based on studies by David Hall, Henri-Claude de Bettignes, and Gilles Amado-Fischgrund).

In other countries, something like two out of three had two or more foreign languages - in Holland, 98 per cent did, and 83 per cent had three or more. There have been signs that this striking contrast may have begun to diminish recently, undoubtedly under the influence of EEC entry. Thus, the Financial Times (9th February 1972) refers to the "lazy tongued" British queuing up to join language schools. The proprietary schools believe that the greater part of the expansion was catered for by public sector establishments, though the number of students in proprietary establishments has been growing at 15-20 per cent per anum since around 1965. There has been an increase in the provision by proprietary schools of short-intensive courses suited to the needs of businessmen. Thus, of the 5 per cent of proprietary school students who are U.K. students studying foreign languages, 80 per cent are on short-intensive courses sponsored by companies. Though the numbers are small, evidence of the importance of EEC entry, and also of the responsiveness of the proprietary schools to changing conditions, is provided by the fact that the number of students on courses of this kind doubled (105-200) in the period 1971-73.

Correspondence

Our main source was Glatter and Wedell: Study by Correspondence.(1) We also obtained information concerning trends, etc. from members of the Council for the Accreditation of Correspondence Colleges, but response was less satisfactory in this area than in the case of the language and secretarial establishments.

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1) op.cit.

Enrolments in accredited correspondence colleges was 300,000 in 1971-72. Total numbers studying in that year were between 500,000 and 750,000. We have taken enrolments as the best measure of fee-income, as students commonly pay at the beginning of a course but may take variable amounts of time to complete it.

Glatter and Wedell give a breakdown of fees per course for ten accredited colleges. Using this as our basis, and following the procedure described earlier, we estimate total fee-income of proprietary sector correspondence colleges at £16.3 million in 1971-72.

Our investigation indicated that correspondence study takes place outside working hours: leisure is foregone rather than earnings. Following our conventions, we have therefore entered indirect costs at zero. But this directs attention to the peculiarity of our cost-benefit and social accounting conventions. Much correspondence study is concerned with the acquisition of technical qualifications. To treat full-time education as involving loss-of-earnings, but leisure-time study as involving no sacrifice to those concerned, is to ensure that our conclusions will be misleading, particularly at the comparative level.

We estimate that around 40 per cent of the students enrolled with U.K. correspondence colleges are resident abroad. Duration of courses is difficult to ascertain, since there is commonly no time-limit for completion, and the courses cover a wide range of subjects and degrees of difficulty. Thus, periods as long as three years are not uncommon, while other courses (e.g. for General Certificate of Education) may commonly take no more than six weeks.

Glatter and Wedell suggested that correspondence education was a "second best" option demand for which would be very sensitive to improvement in the availability of competitive types of adult education facility. This suggested sensitivity is in line with our own general view of the proprietary sector, as clustering round the inadequacies in public provision. But the recent evidence provides little support for the view that the demanders of correspondence education generally see it as an inferior good. Numbers have in fact been fairly steady since 1966, though the competitive facilities provided by the public and private sector have certainly improved in some areas since then. There would seem to be three possible reasons for this resilience. First, the large overseas element diminishes the competitive importance of facilities requiring the presence of the student in the United Kingdom. (There is negligible public sector provision of correspondence education, though it does exist, e.g. through the Commerce Degree Bureau of the University of London and - potentially more important - through the correspondence element in Open University courses.) Second, there must be another group of correspondence students resident in the United Kingdom for whom, for one reason or another, any form of study away from home is an unsatisfactory alternative. We have no idea of the size and character of this group. Third, there are some kinds of training for which the correspondence method is particularly well-suited and the proprietary schools very firmly established. Professional qualifications - and particularly the more specialised professional qualifications - are a good example. The Robbins Report (1) estimated that 50 per cent of accountancy students and 10 per cent of banking students study by correspondence.

Professional

Our estimates are based on a 10 per cent sample of establishments offering professional courses, supplemented by information from professional bodies/institutes. The sample, and our enquiry generally, was influenced by the predominance of the legal and accountancy professions. Essentially, the results treat other forms of proprietary school professional training as having similar attributes to these two: we do not believe this to be seriously misleading.

The survey gives an estimate of 50,000 students in professional education of all kinds in proprietary establishments in 1971-72, producing a fee-income of £10 million. Indirect costs (loss of income) were calculated in the first instance in the fashion already described. The use of qualified professional earnings as a measure of foregone student earnings is clearly over-generous. Also, the student population includes a sizeable number of foreign students attending full-time courses. This group has been growing in importance in recent years, and some of the proprietary schools specialise in the foreign market, making all appropriate arrangements before the student leaves his own country. With these considerations in mind, we have reduced the figure of £28 million for foregone earnings (which includes all students on college books) by one-third, to give an indirect cost figure of £18.7 million.

Information on the professional sector generally is to be found in the relevant Monopolies Commission Report (2) and in the Report of the Robbins Committee.(1) In 1962, the Robbins Committee estimated that there were about 150,000 people studying for membership of professional associations in the fields of law, commerce (including banking, insurance and accountancy) architecture, building and surveying. The Monopolies Commission gave a figure, comparable save that it

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1) Op.cit.

2) Monopolies Commission: *A Report on the General Effect on the Public Interest of Certain Restrictive Practices so far as they Prevail in Relation to the Supply of Professional Services*, Cmnd. 4463, HMSO, London 1970.

excluded insurance and banking, of 300,000 in 1970, which suggests a total of perhaps 316,000 studying at all establishments in 1971-72, around 16 per cent of whom were in the proprietary sector.

The proprietary courses tended to be complementary to the public sector, or to cater for students (including foreign students) unable to find places in that sector. For example, some proprietary schools provide pre-examination courses in accountancy lasting from three to eight weeks. Again, the Council of Legal Education does not provide facilities for all students: private schools offer both part-time pre-examination refresher courses and full-time courses lasting perhaps nine months. Fees for these long courses averaged around £400.

Other Proprietary Education

The schools surveyed in this category were concerned with Driving, Art and Design, Journalism, Dancing/Ballet, Dramatic Arts, Domestic Arts, Flying and Music. For activities other than driving, the 10 per cent sample was taken from the entries in classified telephone directories, and estimates calculated from the results of the sample and the number of establishments identified. In the case of driving schools, our statistics came from the Ministry of Transport. In 1972, 1.5 million persons applied to take the driving test: of this number, around 800,000 failed and 700,000 passed. These figures include people taking their test more than once and those who did not receive professional instruction. Consultation with driving schools brought us to a conservative estimate of 900,000 taking driving lessons: a figure which the Ministry appeared (unofficially) to think not unrealistic. In the case of all activities, resulss were checked with relevant establishments and groups, and in the case of driving schools, ancillary information concerning timing, etc. of courses was collected by a separate enquiry.

Table 12 gives details of student numbers:

Table 12

NUMBERS OF STUDENTS IN "OTHER PROPRIETARY" EDUCATION, 1971-72

Type of Education	Number of Students
Art and Design	10,400
Dancing/Ballet	6,600
Domestic Arts	5,000
Dramatic Arts	3,200
Driving	900,000
Flying	500
Journalism	-
Music	11,600
Total	937,300

Fees at driving schools in 1972 varied from 80 p to £2.00 per hour: reductions in rates were common in return for an undertaking to take a complete course. The average total period of instruction was 15 hours, and we estimate the average fee at £1.40 per hour. Colleges of Art and Design, Drama and Music had an average of 300 students, with some establishments having as many as 750 students. Many of these schools see themselves as offering a specialised "quality product", and fees are high and courses of long duration compared to those found elsewhere in the proprietary sector. Establishments offering education in the Domestic Arts (Dressmaking, Designing, Beauty Care, Floristry, Cookery) are similar in character but offer some courses of shorter length: they also in some cases provide correspondence courses. Dancing and ballet schools commonly offer courses of shorter duration. For the most part, students of flying learn as members of flying clubs and escape our definitions. But there were a small number of flying clubs with an average number of students of 500 and an average hourly fee of £12. We included journalism in our coverage since it seemed like an activity well-suited to proprietary school provision, and have left it in, for the sake of explanation, although the volume of provision proved to be negligible: the only private college of journalism is in South Wales and caters for overseas students. The reason appears to be that the Institute of Journalism has been able, by close collaboration with local authorities, to meet such demand as cannot be catered for through "on the job" training by way of public sector facilities.

Total fee-income, calculated in the usual fashion, is given in Table 13.

Table 13

TOTAL FEE-INCOME OF "OTHER" PROPRIETARY SCHOOLS, 1971-72

Type of Establishment	Income (£000)
Art and Design	5,429
Dancing/Ballet	1,644
Domestic Arts	445
Dramatic Arts	875
Driving	18,900
Flying	260
Journalism	-
Music	4,768
Total	32,221

Calculation of indirect costs (foregone earnings) for this group presents special difficulties. In the case of driving our enquiries suggested that some 20 per cent of students were sponsored, and had an average of twenty hours' tuition at an average fee of £2.50 per hour. We estimated foregone earnings at £9.80 per course, giving a total indirect cost of £1.8 million. In the case of flying, we have treated half the time spent as having foregone earnings: the sum concerned is not substantial (£0.1 million). Dancing and ballet schools raise two difficult questions. First, fees are often paid by the class and the average length of a course is consequently difficult to ascertain. Second, students attend for a mixture of motives, and certainly not all those trained go on to exercise their skill professionally. We have estimated earnings foregone at one-quarter at student hours, giving £0.8 million. The final group is the most substantial, covering as it does Art and Design, Dramatic Arts, Domestic Arts and Music. As we have said, the courses in this group tend to be long, and the education concerned clearly has professional attributes, in that it can qualify people for the pursuit of a career in the activity or (e.g.) in teaching. At the same time, it is a set of activities involving many female students, who will in many cases be acquiring what are seen as "family" and "social" skills, often at the expense of parents. Further, the borderline between the various categories of student is not easy to draw, even conceptually. At least some of the types of education (drama, music) lead to high-risk professional qualifications, in that not all who wish to participate may find themselves able to do so. With all these things in mind, we have assumed an average length of course of nine months, and that one-quarter of the students were foregoing earnings at the professional rate. This gives an estimate for the group of £16.8 million, and for the whole of "Other" proprietary schools of £19.5 million.

Appendix I

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Parents List of Schools

Directories of:

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- Truman and Knightly

III. ORGANISATIONS

- Advisory Centre for Adult Education
- Advisory Centre on Language Teaching
- Association of Recognised English Language Schools
- Automobile Association
- British Association for Commercial and Industrial Education
- British Institute of Management
- City and Guilds of London Institute
- Confederation of British Industry
- Council of Legal Education
- Council for National Academic Awards
- Council for the Accreditation of Correspondence Colleges
- Department of Education and Science
- Department of Employment
- Development Council for Adult Education
- Higher Education Research Unit (London School of Economics)
- Institute of Adult Education
- Institute of Art and Design
- Institute of Bankers
- Institute of Building and Surveying
- Institute of Chartered Accountants in England and Wales
- Institute of Chartered Secretaries and Administrators
- Institute of Domestic Arts
- Institute of Incorporated Photographers
- Institute of Journalism
- Institute of Linguists
- Institute of Manpower Studies (University of Sussex)
- Institute for Research in Art and Technology
- London Chamber of Commerce
- Management Courses Index
- Ministry of Transport
- National Association of Personal Secretaries
- National Council for Modern Languages
- National Economic Development Office
- Private Employment Agencies
- Royal Society of Arts
- Social Science Research Council
- Workers' Educational Association

Appendix II

SAMPLE SURVEY QUESTIONNAIRE

Name of College

____

____

How many students attended all courses? 1968 ____________

1972 ____________

How many students attended full-time courses only? ____________

How many students attended part-time courses only? ____________

How many students attended short courses, i.e.

less than 1 month ____________

more than 1 month but less than 3 months ____________

more than 3 months but less than 6 months ____________

How many students attended long courses, i.e.

more than 6 months but less than 12 months ____________

more than 12 months ____________

What is the price of full-time courses? 1968 ____________

1972 ____________

What is the price of part-time courses? 1968 ____________

1972 ____________

How many students are: sponsored (1) ____________

independent (2) ____________

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1) Students whose fees are paid by their employers.

2) Students who pay their own fees.

How many students are: more than 18 years but less than 28 years ______________

more than 28 years but less than 38 years ______________

more than 38 years ______________

How many students are foreign, studying

1. general English ______________

2. technical English ______________

How many students are English, studying

1. other languages ______________

ADULT EDUCATION AND TRAINING

An Estimate of the Volume and Costs

I. INTRODUCTION

A number of recent proposals for educational reform have called attention to the distribution of educational resources between the young, who enjoy full-time education in schools, colleges or universities and adults who have completed their full-time education but who wish to receive some further education or training. Advocates of "recurrent", "continuing" or "lifelong" education, or even "deschooling", as well as a number of politicians in some countries, including the United Kingdom, have argued that too much emphasis has been paid to the regular school and university system, which caters mainly for children and young people, and that the time has come to extend the range of educational provision for adults.

Some progress has already been made in this direction in Britain. The Industrial Training Act of 1964 was designed to stimulate industrial training by employers, and the new Training Opportunities Scheme which will come into operation in 1974 will increase government provision of training. The Open University which began in 1971 provides opportunities for adults who lack conventional university entrance requirements to study for a degree. A recognition of the need for more in-service training for the professions has led several professional organisations to introduce post-qualification courses for members. The Russell Committee on adult education which reported in 1973 demonstrated the continuing demand for non-vocational courses for adults and recommended a doubling of provision during the next five or seven years. This paper is an attempt to provide a comprehensive picture of all forms of organised education and training for adults, after the period of full-time formal education. It covers, where possible, the whole of the United Kingdom, although certain of the statistics refer to England and Wales only, or to Great Britain, and most of the statistics are for 1970. Often it is based on very crude estimates, or even guesses, because no better estimates yet exist. For whereas regular school and university education is largely financed and provided by public authorities, which publish detailed annual statistics, adult education and training is provided by hundreds of different agencies and organisations, many of which do not publish detailed or reliable statistics. So that to attempt a comprehensive review of all adult education means that statistics have to be collected from many different sources. Some relate to types of education (e.g. correspondence education), some to type of student (e.g. unemployed) and some to organising body, and this can lead to double counting. For many adults participate in a variety of programmes, and many organisations give combined courses, so that whether statistics are collected on the basis of participating individuals or organising body, there is no simple way of counting the total number of adults engaged in some form of education or training. When it comes to the costs of training, accurate statistics are non-existent and even very rough estimates are few and far between. If governments and organisations such as OECD are seriously interested in examining the balance between adult education and the regular school and university system, then a first priority must be to obtain better information about current provision.

The first main problem is to define adult education. In the United Kingdom the term is usually confined to non-vocational education, but this paper is concerned with all forms of education, including vocational education and training. The International Standard Classification of Education suggests that "adult education" should be defined as "organised programmes of education provided for the benefit of and adapted to the needs of persons not in the regular school and university system and generally older than fifteen". "Education" is taken to mean "organised and sustained instruction designed to communicate a combination of knowledge, skills and understanding valuable for all the activities of life".(1) This definition is extremely wide, and covers the activities of an enormous number of agencies. For example in the United Kingdom it covers the majority of courses in the further education sector of public education (Polytechnics, Technical Colleges, Colleges of Art, Commerce, Agriculture, Evening Institutes, etc.) and private establishments such as secretarial colleges, language schools, computer programming schools, etc. as well as industrial training by employers in training centres, organised on-the-job training, retraining in government training centres, correspondence education, in-service training for the professions, university extramural courses and part-time university education specifically designed for adults, education and training in the armed services, and courses run by a host of voluntary organisations, from the Workers' Educational Association, and Women's Institutes, to Community Associations or Trade Unions. Strictly speaking it should also cover other activities which are never normally thought of as "education", for example driving instruction, or classes in infant care given by health authorities for mothers; indeed it is difficult to know when to stop, since many medical or welfare activities could be described as "organised and sustained instruction designed to communicate a combination of knowledge, skills and understanding valuable for all

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1) UNESCO, Proposals for the Collection of Adult Education Statistics, UNESCO Office of Statistics, Paris, 1974, p. 5.

the activities of life" (for example various forms of therapy or rehabilitation). One problem therefore is to define the boundaries. At one extreme, adults may take part in classes in the regular school or university system (where "university" includes other forms of higher education, such as teacher training), but these would be excluded from the definition; at the other extreme activities such as reading books or watching television may have an educational content, but would be excluded, along with "learning from experience" on the grounds that these are not organised programmes of instruction. Thus, as the ISCED documents make clear, "adult education" is not synonymous with "the education of adults", since this may take place in the regular school and university system, nor is it synonymous with "adult learning".

However, there are other problems about applying the definition, even within these boundaries. One problem is to adopt a strict definition of "regular school or university" education, since existing national and OECD educational statistics include some but not all the activities we wish to define as "adult education", in statistics on the formal educational system. In the United Kingdom students in further education establishments include, at one extreme, full-time students in polytechnics studying for a degree, and at the other extreme adults who attend an evening class in car maintenance or pottery. Some workers receive regular "day release" or "block release" by their employers to attend a college of further education on one or two days a week (day release) or for continuous periods up to eighteen weeks in a year (block release), and this part-time study is combined with employment. Therefore if "regular school and university system" is defined in terms of continuous progression up the "ladder" of full-time study in primary and secondary schools, colleges or universities (which is what the ISCED classification suggests), day or block release courses, as well as evening classes, are clearly outside the regular system, and should be counted as adult education, since they are "provided for the benefit of and adapted to the needs of "people who have completed full-time education and are in employment, whereas courses for full-time students should be counted as part of the "regular" system. On the other hand, all students who are studying for a recognised qualification in further education establishments are already included in OECD statistics of enrolments in formal education, although many of these are doing so on a part-time basis. Therefore to estimate the number of people engaged in adult education according to the ISCED definition requires that some students should be counted in the total for adult education who at present are included in OECD statistics on enrolments in the formal educational system. The OECD classification of educational systems includes many but not all the activities which fall into the ISCED classification of "adult education", whereas

OECD educational statistics include only courses leading to recognised qualifications. This paper attempts to estimate the total number of adults receiving some form of adult education according to the ISCED definition, but wherever possible the tables identify those students who already appear in U.K. or OECD educational statistics.

II. VOCATIONAL TRAINING

The most important category of education or training for adults, in terms of the resources involved, and in terms of numbers participating, is vocational training for workers in employment. This includes all forms of part-time study at colleges of further education, technical and commercial colleges or polytechnics, training provided by employers in training centres and organised on-the-job training. Training for the professions is also included, although this is discussed separately in the next section.

There is no single source of information which covers all these activities. The most comprehensive estimate of the number of workers receiving some form of training is based on annual surveys by the Department of Employment of the earnings of employees.(1) The survey is addressed to employers and is based on a 1 per cent random sample of employees, selected according to their national insurance numbers, and it covers all persons in employment. Employers are asked to give details of earnings, hours of work, etc., and to state whether the employee was receiving "planned practical or theoretical training" on the day of the survey, namely 1st April each year. This provides an estimate of the total number of workers receiving some form of vocational training on a specific date each year, and the surveys show that in 1969 there were about 1.4 million employees undergoing some form of training on 1st April and 1.6 million in 1970. Since 1970 there has been a decline in the numbers receiving training, due partly to general economic conditions, and declining employment in some occupations, and the fact that the number of young people entering employment has been falling. There may also have been some reduction in employers' provision of training, because it was known that the government was carrying out a review of the Industrial Training Act, passed in 1964, and some modification of the levy/grant policies of the Industrial Training Boards was expected. Therefore for a variety of reasons the number of workers receiving training at the time of the survey fell from 1.6 million in 1970 to 1.2 million in 1971 and 1972.

These figures show the number of workers being trained at any one time, but they include workers undergoing training for several years, such as apprentices or articled clerks, as well as those

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1) Department of Employment, New Earnings Surveys, 1969, 1970, 1971 and 1972.

attending a training course of only a few days or weeks. Unfortunately there are no reliable estimates of the average length of training or the total number of man/hours or days devoted to training. The survey simply classifies trainees into three categories: apprentices, long-term trainees undergoing planned training lasting at least a year, and short-term trainees whose training lasts for less than a year. On the basis of information provided by the Industrial Training Boards the Department of Employment estimated in 1971 that about 2 million workers received some training during the course of the year.(1) Since the Earnings Survey showed that there were 1.2 million workers receiving training on 1st April, this suggests that the average length of training is about 7 months, since the ratio between the number in training at one time, and the annual figure, is 1.6. However the figure of 2 million is a very rough estimate and is not derived from the Earnings Survey figure of 1.2 million in any scientific way, since not all training boards collect statistics on the number of employees being trained or on the length of training. The figure of 2 million may well be an underestimate, since many employers provide a number of short courses during the course of a year.

This means that any estimate of the total number of workers receiving vocational training in 1970 must be very rough. The New Earnings Survey showed that 1.6 million workers were undergoing training on 1st April, and if this figure were multiplied by 1.6, which was the ratio between the April estimate and the annual estimate in 1971, it would mean that the total number for the whole year would be about 2.6 million. However the actual number of workers who received training during the year might well be higher than this if the average length of course were in fact shorter than 7 months and employers mounted a number of short courses during the year.

This figure of 2.6 million covers all forms of vocational training, including organised on-the-job training in industry and the professions, part-time education in further education colleges or private colleges, and attendance at training centres run by employers and industrial training boards.

There has been a considerable increase in the volume of industrial training provided by employers since the Industrial Training Act (1964) established Industrial Training Boards with the power to impose levies on all firms, and give grants for approved forms of industrial training. There are now thirty Industrial Training Boards, of which two (the Local Government and the Merchant Navy Training Board) are voluntary, rather than statutory; the Foundry Industry Training Committee is a statutory committee of the Engineering Industry Board

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1) Department of Employment, Training for the Future, London: HMSO, 1972, p. 4.

and the Hairdressing Industry Training Board has been disbanded. It was originally intended that almost all employees should be covered by the Act, but it was later decided that for administrative reasons certain industries or services, such as insurance and banking, would be excluded; state monopoly industries, such as railways or coal, are excluded on the grounds that a Board with levy-grant powers is unnecessary and inappropriate in an industry with a single employer, and the Civil Service is excluded, although there is an implied undertaking by the Government to ensure that standards of training in the Civil Service are at least as good as in industry.

This means that the coverage of the Industrial Training Act is wide, but far from total. Out of a total labour force of 25 million, there are about 22 million employees, the remainder being unemployed, self-employed, or in the armed forces. Of these 22 million employees about four million are excluded from the Act because they work in the Civil Service or nationalised industries, or because they are employed in fragmented service industries, where a Training Board structure is inappropriate or difficult to administer. This leaves only 18 million employees who could, in theory, be covered by the Act, and the Boards actually cover about 15 million, including workers in all manufacturing industries, construction, agriculture, gas, electricity and water, and several service industries such as hotels and catering (see Table 1). From August 1974 the powers and functions of the Industrial Training Boards will be altered by new legislation, which sets up a new government agency, the Training Services Agency, responsible for planning and advising on all forms of industrial training, including those industries not at present covered by Industrial Training Boards. This Agency, which will be responsible to a new Manpower Services Commission, will administer a new government "Training Opportunities Scheme" as well as giving grants to encourage key training activities by employers and co-ordinating the work of all the Industrial Training Boards, but the levy and grant powers of the Boards will be curtailed, and their work will be mainly advisory in the future.

There can be no doubt that the Industrial Training Act has stimulated many firms to increase their training activity, so that since 1964 there has been an increase both in the number and the proportion of workers receiving some training. But the provision of training depends on many factors, quite apart from the activities of the training boards, and the number of workers being trained reflects general economic conditions, the level of unemployment and the supply of skilled workers available for employment and the expectations of firms regarding future prospects and employment. Therefore, although there has been a marked increase in the volume of training since the Act was passed it has not been steady and continuous, and the last few years

Table 1

DISTRIBUTION OF THE U.K. LABOUR FORCE, 1970 AND COVERAGE OF INDUSTRIAL TRAINING BOARDS

(thousands)

Total working population	25,637	
H.M. Forces	372	
Unemployed	555	
Employers and self-employed	1,819	
Employees in employment	22,891	
Employees in:		
Agriculture, forestry and fishing	380	(1)
Mining and quarrying	418	
Manufacturing industries	8,911	(1)
Construction	1,367	(1)
Gas, electricity and water	391	(1)
Transport and communication	1,591	(2)
Distributive trades	2,706	(1)
Insurance, banking, finance, etc.	964	
Professional and scientific services	2,888	
Catering, hotels, etc.	577	(1)
Miscellaneous services (excl. catering)	1,268	
National Government Service	573	
Local Government Service	858	(2)
Total employees covered by Industrial Training Act (approx.)	15,000	

1) Most employees covered by Industrial Training Boards.

2) Some employees covered by statutory or voluntary Industrial Training Boards.

Source: Central Statistical Office and Department of Employment statistics.

have seen a fall in the number of workers receiving training in some industries.

The Department of Employment estimates that between 1964 and 1968 the numbers of workers undergoing training in manufacturing industries increased by about 15 per cent, but since 1968 there has been a decline and in 1969 the figure was 12 per cent above the 1964 level, and in 1970 it was only 7½ per cent above the level in 1964. However, some of this reduction is due to a fall in the number of workers in employment; if the volume of training is measured in terms of the proportion of workers receiving training the decline is not so marked. For example, the number of young entrants to the labour force who undertook an apprenticeship fell from 135,000 in 1965 to 112,000 in 1971, but the total number of young people entering employment fell more sharply, so that the proportion of boys under 18 who entered apprenticeships rose from 36 per cent in 1964 to 42 per cent in 1970, and fell to 39.5 per cent in 1971, and the proportion of girls rose steadily from 5.7 per cent to 7.6 per cent. There were about 470,000 new entrants to the labour market under the age of 18 in 1970, and of these almost 60 per cent of the boys and 25 per cent of the girls entered jobs with some form of initial training, whereas in 1963 the proportions were 49 per cent and 18 per cent.

Some boards have made their own assessments of the increase in training in their industries since the Act was passed. The Engineering Industry Training Board estimates that in engineering there was an increase of over 50 per cent in the number of workers receiving training between 1966-67 and 1969-70. However, between 1970 and 1971, when employment in the industry fell by 5 per cent, the numbers being trained fell by 20 per cent. A few other boards have published statistics which show the increase in the numbers of workers being trained; for example the Foundry Industry Training Committee estimates that the number of trainees has increased from 36,800 to 62,200 a year between 1967 and 1971. Other boards have estimated the increase in the number of workers receiving off-the-job training. This takes no account of those receiving on-the-job training, and reflects the fact that many boards have decided to emphasize, or even to concentrate exclusively on the provision of off-the-job training in the industry. The Road Transport Training Board estimates that off-the-job training increased by 242 per cent between 1966 and 1970, the number of workers receiving off-the-job training in agriculture, horticulture and forestry doubled between 1969 and 1970, while in shipbuilding, whereas less than 14 per cent of trainee technicians and craftsmen received off-the-job training in 1964, by 1970 the figure was 78 per cent, and it was estimated that all new entrants in 1971 would receive training. However, many boards have not collected statistics on the volume of training. In some cases this is because an increase in volume was not one of their main aims, for example, the Hotel and Catering Industry Training Board chose to concentrate on the training of training officers, so that they have never collected statistics on the total number of trainees in the industry. In other cases, the main objective of training boards was not to increase the quantity of training in an industry, but to improve the quality of training provided, and the Department of Employment's recent review of the achievements of the Industrial Training Boards concluded "Whatever the evidence on the volume of training stimulated by the Boards, there can be little doubt about their influence on the quality and efficiency of training, which have improved substantially since 1964".(1)

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1) Training for the Future, op.cit., p. 52.

The proportion of workers receiving further education or training differs substantially between occupations. The Department of Employment's Earnings Survey of 1971 shows the proportion of full-time workers in different occupations receiving training at the time of the survey. (Trainees were included in the occupations for which they were being trained.) About 6 per cent of all full-time workers in the sample were receiving training, but only 1 per cent of the unskilled workers were trainees, compared with 4 per cent of the semi-skilled workers and 10 per cent of skilled workers. The difference between the proportion of male and female trainees is also marked. Whereas 11 per cent of skilled men were receiving training, only 4 per cent of women in skilled occupations were trainees. Table 2 shows the proportion of trainees in 16 major occupations, and a number of professions. The proportions vary from under 1 per cent to over 30 per cent in some professions.

A considerable amount of industrial training takes place in public sector further education establishments, although there are a number of private establishments, such as commercial colleges, some industrial training boards run their own training centres, and many employers have training centres. In 1970 there were 3.6 million students in further education establishments in the United Kingdom, of which 1.3 million were taking courses leading to a recognised qualification and are therefore included in OECD educational statistics, and 2.3 million were taking vocational or non-vocational courses not leading to recognised qualifications. Not all the students in further education establishments fall under our definition of adult education, since some are full-time students, continuing their regular education in a polytechnic, technical college or other further education college. There were 308,000 students taking a full-time or sandwich course in 1970, so this leaves approximately 3.3 million students studying on a part-time basis, of which just over 1 million were studying for recognised qualifications. The remaining 2.3 million students were taking a variety of vocational and non-vocational courses which might lead to a qualification, for example a Royal Society of Arts certificate or a shorthand and typing diploma, which was not a "recognised" qualification for purposes of official statistics, or might lead to no qualification. No details are collected about the courses attended by these students, and therefore it is impossible to identify which courses are vocational.(1) One assumption

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1) In any case, there is an inherent difficulty, as the Russell Committee on non-vocational adult education pointed out: "What makes a course of study vocational or not is the student's motive for taking it", and this is impossible to discover without an elaborate survey.

Table 2

PROPORTION OF FULL-TIME WORKERS UNDERGOING TRAINING IN VARIOUS OCCUPATIONS, 1971

(per cent)

1. Managers	3
2. Supervisors and Foremen	2
3. Engineers, Scientists and Technologists	8
4. Technicians	16
5. Teachers	<1
6. Medical	20
a) Medical or dental practitioner	7
b) Nurses	32
c) Welfare Worker	8
7. Other Professional and Technical	15
a) Accountant	33
b) Architect	12
c) Surveyor	20
d) Solicitor	24
8. Office	5
9. Sales	6
10. Security (including Police)	2
11. Catering and Domestic Services	4
12. Farming	3
13. Transport	<1
14. Building and Engineering	10
15. Textiles	4
16. Other Occupations	3
Skilled	10
Semi-skilled	4
Unskilled	1
All full-time workers	6

Source: Department of Employment, New Earnings Survey 1971, HMSO 1972, Table 135.

that has been made in official statistics is that there were 1.6 million students taking non-vocational courses in the United Kingdom in 1970, which leaves about 600,000 students taking vocational courses not leading to recognised qualifications, but this may well overestimate the extent of vocational courses. Until better information is available on courses which do not lead to recognised qualifications, any estimate of the balance between vocational and non-vocational courses is bound to be approximate, but it seems reasonable to assume that about 1.4 million students attend vocational courses in the further education sector. Of these about half were released for part-time study by their employers on a "day release" basis, that is, one or two days each week are devoted to study in a college of further education, or "block release", under which students are released by their employers for a continuous period of study of eighteen weeks or less. The remainder were mostly attending courses in the evening. Approximately 600,000 of the part-time students were under 18, which means that there were about 2.7 million students over 18 taking part-time vocational or non-vocational courses.

A strict interpretation of the ISCED definition of adult education would include all those who are studying part-time for a recognised qualification, either by day or evening classes, since they are combining part-time study with employment, having completed their full-time education. However, OECD statistics on enrolments in the educational system include just over a million part-time students in further education who are studying for a recognised qualification. If these are excluded from our estimate of the numbers in adult education, on the grounds that they are taking part in the "regular school or university system", this leaves less than 400,000 students taking part-time vocational courses, and would reduce the figure of 2.6 million workers receiving training in 1970 to 1.5 million.

In addition to these students attending public sector establishments, there are a number of adults attending a wide variety of private colleges, such as secretarial, commercial and management colleges, language schools, etc. Unfortunately there are very few published statistics available on such private establishments. The Department of Education and Science collects statistics only for establishments which are recognised as efficient. In 1970, there were about 19,000 students at such establishments in England and Wales, of whom 9,000 were foreign students learning English at special language schools. No statistics are available of the number of students at other establishments, but those which take only part-time students, which includes most language schools, and some specialised colleges, such as computer schools, are not eligible for recognition, but nevertheless have substantial enrolments. A recent survey of all types of private further education suggested that in 1971-72 there were about 718,000 adults attending private establishments, and if driving schools are included, the number is as high as 1.6 million.(1) Apart from the driving schools, which it is estimated have 900,000 enrolments, the greatest numbers of students are to be found in correspondence schools (300,000) which will be dealt with separately below, private management schools, with 172,000 enrolments, and language schools, with 133,000. In addition, it is estimated that there were 50,000 in private professional colleges, 26,000 in secretarial colleges, and 37,000 in other private establishments. Thus, the private sector is extremely significant in the provision of adult education and training.

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1) Economists' Advisory Group, "Proprietary School Education in the United Kingdom", mimeo, 1974, p. 4.

Not all the students at private establishments would be included in our estimate of the number of workers receiving vocational training. For example, some of the students attending secretarial colleges or language schools are probably not in employment, and those taking correspondence courses might not be included in the estimates of the Department of Employment, since these are based on a questionnaire sent to employers, who would not necessarily know if an employee were taking a correspondence course, or attending a private language school, in his spare time. But even if those taking a correspondence course and a proportion of those attending secretarial and language colleges are excluded, and also those attending driving schools, it still leaves about 400,000 students receiving vocational education at private establishments.

A considerable amount of vocational training takes place on-the-job, or in employers' own training centres, and once again, there are no statistics on this. Some on-the-job training might fall outside our definition, if it consists mainly of working under supervision rather than "organised and sustained instruction", but many employers do provide systematic training for their workers either on or off the job; however there are no estimates of the number of such courses, and since most industrial training boards have tended to emphasize off-the-job training, for purposes of training grants, their training statistics are no help. The only employer which does publish regular statistics on in-service training is the Civil Service, and in 1970 238,000 employees received some in-service training, mostly in the form of off-the-job courses.(1) If it is assumed that all workers receiving training from their employers would be included in the figure of 2.6 million trainees in 1970 derived from the Department of Employment estimates, this would mean there were about 560,000 workers receiving training provided by their employers in 1970, which is about 40 per cent of the number studying part-time in further education and rather less than the number receiving day or block release from employment.

All these estimates of the number of workers receiving vocational training are summarised in Table 3. It must be emphasized, however, that many of the figures are very approximate, and the figures of 2.6 million workers undergoing vocational education or training, and 1.5 million adults not included in OECD statistics of the regular education system, represent only a preliminary guess of the total number of workers receiving vocational education.

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1) The total time devoted to formal training in the Civil Service amounted to 1.2 million days. See R.N. Heaton and L. Williams, Civil Service Training, Civil Service Department, 1974.

Table 3

WORKERS RECEIVING VOCATIONAL EDUCATION AND TRAINING IN THE UNITED KINGDOM 1970

(thousands)

1. **Public Sector Further Education Establishments**			
Total part-time vocational courses of which:			1,400
i) day or block release		706	
ii) other part-time day or evening courses (estimate)		694	
		1,400	
iii) part-time courses leading to recognised qualifications as classified in OECD statistics:		1,054	
a) post-compulsory secondary education in further education sector	933.5		
b) higher education (non-university type) in further education sector	109.5		
c) higher education (university type) in further education sector	11.1		
iv) courses not leading to recognised qualifications (estimate)		346	
		1,400	
2. **Private Colleges** (estimate)			400
of which recognised as efficient	19		
3. **In-service training in the Civil Service**			238
4. **Other in-service training provided by employers** (estimate)			562
			2,600
All workers receiving training in 1970			
of which:			
i) students included in OECD education statistics	1,054		
ii) adults not included in OECD education statistics	1,546		

III. IN-SERVICE TRAINING IN THE PROFESSIONS

In-service training for professional qualifications represents a significant proportion of the total volume of vocational training for adults. The estimate of 2.6 million for the total number of workers undergoing training, given in the previous section, includes employees in professional occupations, but there is no single estimate of the numbers receiving in-service training in the professions, although for many professions on-the-job training is the major form of preparation for qualification, and in professions such as medicine and law, for which initial training is provided in universities, practical experience is still a necessary part of professional training, and at least one year's on-the-job experience is required before the graduate is eligible to practice.

There is a tendency in many professions to make full-time study at university a compulsory part of professional education and training; for example, both the legal and architectural professions are at present changing the pattern of education and training, and the result will be to ensure a mainly graduate entry into the profession, and to abolish the system under which school-leavers could study for professional qualifications on a part-time basis, while working in solicitors' or architects' offices. Nevertheless, both in these and other professions, the final certificate to practise is not awarded until the graduate has completed a period of practical training. And in several professions, such as accountancy, part-time study combined with practical experience is still the major avenue to professional qualification. At the same time, many professional associations are now aware of the need to emphasize post-qualification in-service training, in order to allow members of the profession to keep up to date with new developments in professional practice. For example, post-qualification courses have been provided for architects for about ten years by the Royal Institute of British Architects and the Architectural Association, as well as some university schools of architecture. A study by the Architects Registration Council in 1970 showed that at least 4,000 practising architects took part in some in-service training, and the total volume of training was at least 20,000 "man-days".(1)

In addition to post-qualification, or "mid-career" training, there is the on-the-job training provided as an essential part of the initial training of architects. Students must complete one year's practical experience in the middle of their study at schools of architecture, and after completing five years' full-time academic

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1) J. Powell, J.H. Napper, C. Territt, Continuing Education, Architects' Registration Council of the United Kingdom, 1971.

study must have another year's practical training before registration. This means that there are about 2,000 student architects taking practical training each year, and a further 2,500 study for an architectural qualification on a part-time basis.

There has been a tendency in the last year or two for other professions to attach much more importance to in-service training. For example, the James Report on the training of teachers recommended a great increase in in-service training, and Lord James has described this as the most generally welcomed of all the recommendations of his Committee.(1) The Committee proposed that all teachers should be entitled to one term's in-service training for every seven years' service, which would mean that 3 per cent of the teaching force would be receiving training at any one time. At present, between 2,000 and 3,000 teachers a year attend courses of one term or one year, out of a total teaching force of over 400,000, which means that the proportion is below 1 per cent, rather than the 3 per cent recommended by the James Committee. On the other hand, a large number of teachers attend short courses of two weeks or less; in 1966-67 almost 300,000 teachers attended some course, but 75 per cent of the courses lasted less than a week, and 30 per cent lasted only one day.(2)

The Royal Commission on Medical Education also recommended a substantial expansion of in-service training for doctors, and a Council for Post-graduate Medical Education was set up to "co-ordinate and stimulate" post-graduate medical and dental education and training. All doctors, before registration must spend one year in a training post in the hospital service, which means that about 2,000 doctors receive compulsory training in hospitals each year. After this pre-registration year there are three other "training posts" in hospitals, which accounted for almost 12,000 doctors in 1971. This means that more than 50 per cent of all hospital doctors are in posts which are supposed to involve some in-service training. It is, however, difficult to identify how much of their time is spent in "organised education or training". It could be said that every hospital doctor below the grade of consultant receives some training in a year, even if this consists only of working under supervision. Yet "learning by doing", however important, does not fall within the definition of education and training adopted in this paper. A more conservative estimate might be that 8,000 to 10,000 hospital doctors receive "organised training" in a year.

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1) In-Service Training (Ed. R. Watkins) London: Ward Lock Educational, 1973, p. 12.

2) Department of Education and Science, Statistics of Education: Special Series No. 2, Survey of In-Service Training for Teachers, 1967, HMSO, 1970.

However, perhaps the most significant development in the field of post-graduate medical training is the growth of courses for general practitioners, which are provided in 285 post-graduate medical centres attached to hospitals. In 1970-71 there were over 54,000 "attendances" at courses for GPs, which range from one-day courses to courses of several weeks' or even months' duration. A total of 16,000 GPs were involved in some post-graduate training in England and Wales in 1970-71, although some attended only single day courses, while others would attend several courses in a year. Altogether this means that between 24,000 and 30,000 doctors receive some in-service training a year, which is 55 to 65 per cent of all doctors in England and Wales.

The number of nurses receiving training is also very high, since initial training for the nursing profession takes place on the job, and in addition there are many refresher courses for nurses, which are in fact compulsory for midwives, but not for other members of the profession. In 1971 the total number of nursing trainees (including those taking post-registration courses) was over 85,000, out of a total nursing staff of about 300,000, which means that over 28 per cent of all nurses were receiving training, and in some hospitals the proportion of trainees is as high as 36 per cent.(1) However, wastage rates are high, and over a period of three years the total drop-out rate among student nurses is 33 per cent.(2)

Other professions have high rates of wastage among trainees. For example, the failure rate at examinations of the Institute of Chartered Accountants is over 50 per cent. This means that the number of people sitting for examinations, which is often the only statistic published by a professional association, is no guide to the total number of people studying for professional qualifications, because of the high proportion who drop out or who take examinations several times. There are also a variety of ways of studying for many professional qualifications. Many trainees attend colleges of further education or private colleges on a part-time basis; others study by correspondence courses, while others combine the two forms of study. Therefore it is difficult to estimate the total number of people who are studying for professional qualifications while in employment. There are over 100 professional associations which grant membership on the basis of examinations. In the case of many scientific and engineering associations, a university degree gives exemption from some or all the qualifying examinations, but one or two years' practical experience is required before membership is granted and this may or

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1) Report of the Committee on Nursing (The Briggs Report) London: HMSO, 1972, p. 135 and 291.

2) Ibid, p. 123.

may not involve organised training. However, most professional associations in the fields of commerce, law, building and surveying, banking and insurance, etc., require a qualifying examination as well as practical experience, so that people studying for these qualifications usually do so on a part-time basis, either while serving articles, or while in normal employment.

In 1962 the Robbins Committee surveyed 51 professional associations, and estimated that there were about 150,000 people studying outside the regular school and university system for membership of professional associations in the fields of law, commerce (including banking, insurance and accountancy), architecture, building and surveying. Of these about 65,000 were studying by correspondence only.(1) The average length of study for these qualifications is between four and six years after completion of full-time education. In addition, in 1961-62 there were 13,000 new members of scientific and technological associations, mostly drawn from those who had completed full-time or part-time study in universities or colleges of further education. The Robbins Report does not give a figure for trainees in the nursing profession, but the Briggs Report on Nursing gives an estimate of 78,000 for 1963, so that a figure of about 75,000 for 1961 seems reasonable.

In 1970 the Monopolies Commission, investigating restrictive practices in the professions looked at methods of training and published statistics of membership of 130 professional associations.(2) These showed that there were about 300,000 student members of these associations, which represents about 15 per cent of the total membership. However, statistics were not available for all the associations; for instance, there is no information about student membership of associations in the field of banking and insurance, although in 1962 the Robbins Committee found that almost 50,000 people were studying for professional qualifications in these fields so that by 1970 the number was probably about 80,000. Not all the student members were necessarily receiving organised education or training, while some would still be in the regular education system, studying full-time in universities or the further education sector, or studying overseas. Some may be members of more than one association; the Robbins Committee survey found that in some fields as many as 10 per cent of members were members of more than one association. The figures also give no information about the extent of post-qualification training among qualified members of the associations. Therefore although the information in the Monopolies Commission Report is the most comprehensive available for all professional associations, it is not entirely

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1) Robbins Report, Appendix 2 (B), p. 370, London: HMSO 1962.

2) Monopolies Commission, Professional Services, London: HMSO 1970.

Table 4

NUMBERS STUDYING FOR PROFESSIONAL QUALIFICATIONS

Professional Group	Estimated Number of Students Studying for Membership of Professional Associations		Typical length of part-time study after full-time education
	1961-62	1969-70	
Accountancy	38,000	70,000	4-5 years
Company Secretaryship	20,000	38,000	3-6 years
Banking	28,000	} (79,000)[a]	3-7 years
Insurance	20,000	}	5 years
Law	8,000	10,000 (Solicitors only)	5 years or 2 years after graduation
Advertising and Marketing	5,000	11,000	2 years
Architecture & Town Planning	16,000	11,000	8 years or 2 years after graduation
Building & Surveying		15,000	3-5 years
Engineering		36,000	2 years after graduation
Chemistry	(new members 13,000)	3,000	2 years after graduation
Medical Technology		3,000	2-4 years
Nursing	75,000	85,000	2-3 years
Medicine	(10,000)[b]	(24,000)[b]	At least one year after graduation
Other			2-4 years
Total	244,000	400,000	

Sources: Robbins Report, Appendix 2(B), London: HMSO, 1972, p. 370.
Monopolies Commission, Professional Services, London: HMSO, 1970
Report of the Committee on Nursing, London: HMSO, 1972.

Notes: Figures in brackets denote rough estimates.

a) The figure for banking and insurance was obtained by increasing the 1961-62 figure by 65 per cent.

b) The figure for medicine was derived from statistics supplied by the Department of Health and Social Security, and the Council for Post-graduate Medical Education.

satisfactory for the purposes of estimating the total number of people engaged in professional training, and some adjustments have to be made. Table 4 summarises the estimates of professional trainees in 1961 and 1970, given by the Robbins Committee and the Monopolies Commission; where the coverage is incomplete, other sources have been used, or rough estimates made of the missing numbers, to give a more complete picture. On the whole, the Monopolies Commission and Robbins Committee estimates are quite consistent, and indicate a doubling of numbers studying in many of the professions between 1961 and 1970.

The figure of 400,000 must be reduced to allow for those who are student members of professional associations while still in the regular education system, and to allow for membership of more than one association. On the other hand, the figure of 400,000 does not include all those taking post-qualification training. The figure of 400,000 represents about 20 per cent of the total membership of professional associations, which is reasonably consistent with Table 2, which showed that the proportion of trainees in the professions varied from 8 per cent to 33 per cent, according to the Department of Employment's Earnings Survey. If the estimate of 400,000 is reduced by 10 per cent, to allow for those studying for professional qualifications while in the regular education system, and also multiple membership of associations, it would suggest a total of 360,000 adults training for the professions in 1970.

IV. EDUCATION AND TRAINING IN THE ARMED SERVICES

The armed services provide a wide variety of vocational training and general education, ranging from highly specialised military training and vocational training in trades and technical skills to basic and remedial education for recruits, and special courses in foreign languages or current affairs; in addition, servicemen are encouraged, and receive subsidies, to enrol in local authority evening classes, correspondence courses, and more recently, the Open University. In 1972 there were 900 servicemen enrolled with the Open University and 4,600 newly enrolled on correspondence courses; multiplying these figures by the average length of study in correspondence courses suggests that probably between 8,000 and 10,000 servicemen take some sort of correspondence education in a year. The Services also run their own colleges which provide degree level and professional education for officers. In 1962 the Robbins Committee estimated that there were about 2,500 servicemen receiving full-time education in service colleges. And some university extra-mural departments provide special courses or lectures, for example in International Affairs. Finally, many servicemen receive resettlement training before leaving the services for civilian employment. It has been estimated that out of roughly 40,000 servicemen who leave the services each year, more than half have some trade or skill which they were taught in the services.(1)

It is probably fair to say that every serviceman receives some form of education or training during a year, since military training is an essential part of all operations, and for many ranks general education or technical training is a pre-requisite for promotion. However, no statistics are collected covering the whole range of education and training. In 1970-71 almost 80,000 out of a total military staff of 385,000 were classified in the Defence Estimates as trainees or instructors; approximately half this total were engaged in initial training, and the remainder were engaged in service colleges, professional and trade training or flying training.(2) But these figures do not include all the general education and training provided within units, for which no statistics are available. Therefore the figure of 80,000 does not represent the total number of servicemen who undergo education or training in a year. Lowe estimated that in 1962 the number of servicemen receiving non-vocational education was between 100,000 and 350,000 (3) and it is not possible to be any more precise today. If all forms of military training are included, then the total number of servicemen, 385,000 in 1970, receive some training in a year, but there are no estimates of the average length of training, or the total man/years devoted to training in a year. Furthermore, some military training may be analogous to "learning by experience" in civilian employment, and therefore would not be covered by our definition. It is difficult to estimate how far the definition, "organised and systematic programme of instruction", is applicable to service training, but the figure of 80,000 in the Defence Estimates represents a minimum figure for those engaged in training, and if general education and some military training are taken into account as well as vocational training, then a total figure of 200,000 seems reasonabee, although it is nothing more than a very rough guess, and no more precise figure would be possible without a special survey.(4)

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1) B.M. Nonhebel, Trade Training as a Defence Input to the Economy, Defence Operational Analysis Establishment Memorandum 7112, March 1971.

2) Statement on the Defence Estimates 1970, London: HMSO 1970, p. 56.

3) J. Lowe, Adult Education in England and Wales, London: Michael Joseph, 1970, p. 256.

4) Few countries have ever attempted to gather such information, but it is estimated that in 1971 over 670,000 military personnel in the United States received vocational training and 637,000 off-duty education financed by the Defence Department (Special Analyses of the U.S. Government budget, Fiscal Year 1973, pp. 131-2).

V. CORRESPONDENCE EDUCATION

Study by correspondence is ignored in official education statistics, but it is nevertheless a very significant sector of adult education. A study of correspondence education in Britain observes that it has been the one significant sector of the educational system for which no public agency has had any responsibility, largely because it was regarded as a "medium of last resort". "Since correspondence study was regarded as an inferior form of provision it is not surprising that educational reformers largely ignored it in formulating plans for the extension of educational opportunities ... Correspondence education, originating as it did foom the deficiencies in public educational provision, was expected to wither away as the resources for 'proper' education increased".(1)

In fact this has not happened. The most recent estimates of the numbers of students enrolled on correspondence courses was made by the Gurr Committee, in 1966, which proposed the setting up of a Council for the Accreditation of Correspondence Colleges. The Committee estimated that in 1966 annual enrolments in the United Kingdom were 284,000. In 1972, the number of new enrolments in colleges which had received accreditation by the Council (by no means all colleges) was 300,000. However, the total number studying by correspondence in a year is higher than the new enrolments, since many students pursue a course for several years, while others drop out before completing their course. There are no accursee figures of wastage, or average length of study, but some rough estimates by the Council for Accreditation suggest that at the end of a year about 34 per cent of students have completed all assignments and are still active, about 21 per cent have completed 75 per cent of the course, 19 per cent have completed half the course, and 26 per cent have dropped out in the early stages. Opinions vary about the average lengt length of study among correspondence students, and estimates range from 1.6 years to 2.5 years. If the number of new enrolments is multiplied by these estimates of the average length of course, it suggests that the total number of people studying by correspondence is probably between 500,000 and 750,000 a year. A small proportion of the total are children of parents employed overseas, or children in full-time schooling but taking a correspondence course to fill some gap in their formal education, but the majority are in the age group 18 to 30. A significant proportion of the total number of students comes from overseas. Thus the number of adults in the United Kingdom who are enrolled in correspondence education is probably about 500,000 a year. Table 5 shows the breakdown of new enrolments in 1966 by level and type of course.

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1) R. Glatter and E.G Wedell, Study by Correspondence, London: Longman, 1971.

Table 5

CORRESPONDENCE EDUCATION   THE UNITED KINGDOM: 1966 ENROLMENTS BY LEVEL AND TYPE OF COURSE

a) General Certificate of Education and equivalent examinations, including preliminary stages of professional examinations	70,000
b) University Degrees and Diplomas	6,000
c) Professional (non-technological) at intermediate/final/associateship level	77,000
d) Professional (technological) at intermediate/final/associateship level	11,000
e) Technical/technological at vocational or technician level	16,000
f) Civil Service and Local Government	10,000
g) Other vocational and general courses	60,000
h) Recreational	34,000
Total	284,000

Source: Council for the Accreditation of Correspondence Colleges.

Study by correspondence is a very important means of training for some professions. The majority of people studying for professional qualifications in accountancy or banking, for example, study by correspondence, and this is not usually because no other form of course exists. In some cases correspondence study is combined with part-time attendance at colleges and in other cases it is chosen in preference to part-time further education. The Robbins Committee survey of students studying for professional qualifications in commerce, for instance, showed that 72 per cent of the students studying for qualifications in insurance, and 52 per cent of those studying accountancy were studying by correspondence alone.

Thus, correspondence education shows no tendency to "wither away", and a recent study concluded that "after 25 years of unprecedented educational expansion, it is estimated that half a million adults are still studying by correspondence, and this number is growing".(1)

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1) Glatter and Wedell, op. cit.

VI. UNIVERSITY EDUCATION FOR ADULTS

A number of adults study on a part-time basis in universities, and there are certain institutions, notably Birkbeck College, in the University of London, which cater especially for adults studying for a degreee in their spare time. In 1970 there were 23,000 part-time students in universities, compared with 235,000 full-time students, and of these part-time students, the majority, over 18,000 in 1970, are studying at the post-graduate level, and only about 5,000 are under-graduates. In fact part-time students account for almost 30 per cent of all post-graduate students, but only 2.5 per cent of undergraduates. However, although these part-time students may, in some cases, be following courses specially designed for adults who are already in employment, for example at Birkbeck College, or at the London School of Economics, they will be already included in OECD statistics of the regular school and university system, so fall outside our definition.

Therefore, the main type of university education for adults which does fall within the scope of this paper is the range of courses for adults organised by university extra-mural departments. In 1969-70 there were 203,000 students at such courses, which were predominantly non-vocational courses in arts or social studies, although some post-experience vocational courses are run by extra-mural departments. Most courses do not prepare students for examinations, although a small proportion do lead to the award of extra-mural certificates or diplomas.

Finally, the Open University provides opportunities for mature students to study part-time for a degree, even though they may lack formal university entrance requirements. The Open University began teaching in January 1971, with 24,000 students, and by January 1973 there were 42,000 students studying for degrees by a combination of correspondence study, television and radio broadcasts and attendance at a residential summer school, together with optional attendance at local study centres. The majority of the students are between 25 and 45 and are in employment, or housewives. More than 40 per cent of all the students are employed as teachers, and 28 per cent are women. In 1973, for the first time, some post-experience courses are being provided for about 2,000 students who wish to receive some in-service training in fields such as mathematics, computing or biology, but who do not wish to study for a degree.

VII. RETRAINING FOR ADULTS

The Government provides vocational training for adults under the Vocational Training Scheme which was originally concerned mainly with retraining the unemployed, although since 1963 Government Training Centres have also provided facilities for workers who wished to leave their jobs, and retrain for more skilled jobs, or to modernise their existing skills. The Vocational Training Scheme has expanded considerably in the last few years; in 1962 there were 13 Government Training Centres, with 2,500 training places, but in 1971 there were 52, with a total of 11,000 training places, and altogether 18,000 adults received vocational training in 1971. The Government also operates a "Training Within Industry" programme, under which training courses are provided for firms, mainly for training officers and supervisors. In 1971 about 23,000 workers received some training under this scheme, mostly on short courses.

Some industrial training boards give grants to encourage retraining of unemployed workers and the Government also encourages private firms to retrain adult workers, by giving grants to firms who create new jobs in development areas, and provide training for them. About 50,000 workers received training under this scheme in 1971, and about 800 unemployed workers over the age of 45 were retrained by private firms, and subsidised by government grants. So government sponsored programmes affected, in all, about 90,000 workers in 1971.

The Government now proposes to expand its vocational training programmes substantially, under a new Training Opportunities Scheme, which will replace the Vocational Training Scheme. Government Training Centres will be expanded, and it is planned to train 60,000 adults a year by 1975, compared with a total of 16,650 in 1970, and there is a final target of 100,000 trainees a year.

VIII. NON-VOCATIONAL EDUCATION

In Britain, the term "adult education" is usually taken to refer only to non-vocational education, partly as a result of an influential report by a government committee in 1919 set up "to consider the provision for and possibilities of adult education (other than technical or vocational)". This qualification has continued to dominate official thinking about adult education, so that John Lowe comments that "In Britain virtually alone among nations, the term adult education is almost never used in the wide sense of all education for persons aged eighteen and over".(1) Instead the term usually refers to liberal education provided by local education authorities, university extra-mural departments, and the Workers' Education Association. The latest government committee (under Sir Lionel Russell) adopted the same qualification, since its terms of reference

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1) J. Lowe, Adult Education in England and Wales, op. cit., p. 23.

referred only to non-vocational education.(1) Yet, as the report points out, it is often very difficult to distinguish between vocational and non-vocational courses, without enquiries about the motivation of students. It would be difficult to define all the types of adult education already described in terms of vocational and non-vocational. For example, is a course in a technical college in English or History to be defined as "vocational", because it is attended by apprentices on day or block release? If a housewife decides to take a degree at the Open University it may be as a form of recreation, or it may be because she hopes to use the qualification at a later date, in order to get a job. The distinction is never clear-cut.

However, despite difficulties of classification and definition, the fact is that non-vocational education for adults is one of the most important areas of adult education in the widest sense, even though it is extremely marginal in terms of costs. The Russell Committee estimated that in 1969 there were approximately 2 million adults in England and Wales taking non-vocational courses in 1969. The main provision is by the local education authorities, which provide courses in evening institutes, technical colleges and other colleges of further education, or adult education centres. In addition, LEAs run special courses for certain voluntary associations such as Women's Institutes or Townswomen's Guilds, and also provide courses in hospitals and prisons, and courses for special groups, such as "pre-retirement classes for the elderly" and special classes for immigrants. In addition there are over 30 residential colleges and conference centres maintained by local education authorities, and many LEAs give grants to voluntary educational associations such as the Working Man's College in London.

Altogether, the Russell Committee estimated that 1.7 million people over the age of 18 were enrolled in non-vocational courses provided by local education authorities in 1968-69, the majority attending evening classes. This estimate was based on a special survey of LEAs, which were asked to estimate the distribution of students between vocational and non-vocational courses, and give details of courses for special groups such as the handicapped, immigrants, and people in prisons, borstals and hospitals. Not all these courses are included in official statistics on further education, which give a figure of 1.6 million for students in non-vocational courses in the United Kingdom as a whole, in 1970. In addition to the Russell estimate of 1.7 million in England and Wales, there were 236,000 adults taking non-vocational courses in Scotland and Northern Ireland in

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1) DES, Adult Education: A Plan for Development (Report of a Committee under the chairmanship of Sir Lionel Russell) London: HMSO 1973.

1970, and maybe over 100,000 people aged 15-17, who were excluded from the Russell Committee's estimate on grounds of age. This means that there were over 2 million people over the age of 15 taking part in non-vocational courses provided by local authorities in the United Kingdom in 1970 (see Table 6).

Apart from local authority provision there are the so-called "Responsible Bodies", which receive grants for liberal adult education from the DES, namely the university extra-mural departments, the Workers' Educational Association (WEA) and the Welsh National Council of YMCAs. Although numerically far less important than LEA courses, this sector of adult education is historically very important for its attempts to extend educational opportunities for the working class, and today is regarded as very significant because of its high quality. There has been a substantial increase in numbers attending university extension and WEA classes, despite the growth of local authority provision. Between 1956 and 1969 numbers attending in England and Wales increased from 165,000 to 250,000. Courses range from short courses of only a few weekly sessions, to courses lasting three years. Subjects covered inc lue politics, economics, history and archaeology, Englisy language and literature, and science.

Thus the numbers attending non-vocational courses organised by local education authorities, university extra-mural departments and the WEA probably total over 2,300,000 in the United Kingdom as a whole. The Russell Committee recommended a doubling of student numbers in the next five to seven years, which means that if the report were implemented in full there could be 4 to 5 million adults taking publicly subsidised non-vocational courses in the United Kingdom by 1980. But it would be a mistake to assume that classes provided or partly financed by central or local government were the only source of non-vocational education for adults. Every review of adult education in Britain, including most recently the Russell Committee, has referred to the educational activities of voluntary associations, clubs and societies. Such associations, including Women's Institutes, Townswomens' Guilds, Community Associations and Trade Unions are not primarily educational organisations but often place great emphasis on adult education as one of their objectives. In some cases they are affiliated to specifically educational organisations, such as the WEA, and sometimes local education authorities provide special courses for their members in which case they are likely to be included in local authority statistics. But most of the educational activities of voluntary associations are not included in published statistics on adult education. Certainly a large part of their activities could not be classified as "organised programmes of instruction", but many voluntary clubs or societies may organise a systematic course of lectures every bit as educational as an LEA evening class. Yet there are no national figures of membership, let alone estimates of genuinely educational activities. The most comprehensive review of adult education in Britain, by John Lowe, attempted to calculate the total number of adults engaged in all forms of non-vocational education in 1962, by means of a "high" and a "low" estimate, because of the lack of accurate statistics. On the basis of surveys ov voluntary societies in two towns, Lowe estimated that in 1962 between 200,000 and 500,000 people took part in educational activities of voluntary clubs and societies, quite apart from the main women's organisations, whichhhad a membership of over 500,000, community associations with a membership of 360,000, and various trade unions organisations and workers' associations such as the Co-operative Union, whose specifically educational activities probably cover 50 to 100,000 members. Finally, if some allowance is made for the educational activities of churches, and radio and television broadcasting, Lowe estimates that the number of adults participating in non-vocational education in addition to the "official" provision by local education authorities, the responsible bodies and the armed services was between

Table 6

NON-VOCATIONAL EDUCATION FOR ADULTS IN THE UNITED KINGDOM

Courses organised by:	Estimated Number of Enrolments (000's)	Date of Estimate
Local Education Authorities in England and Wales for students aged 18 and over	1,701	1968-69 (Russell Committee)
Local Education Authorities for pupils aged 15-17	100	1970 (estimate)
Local Education Authorities in Scotland and Northern Ireland	236	1970 (Education Statistics for the U.K.)
Responsible Bodies	249	1969-70 (Russell Committee)
Estimated total U.K. provision by LEAs and responsible bodies	2,286	1970
Voluntary Associations (educational activities alone)	Low estimate: 800 High estimate: 1,900	1961-62 (Lowe, Adult Education in England and Wales, op.cit.)

800,000 and 1.9 million in 1962.(1) It is impossible to get more accurate estimates of informal education, but the numbers involved are large: for example the Russell Committee estimated that educational courses (excluding Open University programmes) now occupy 800 hours a year on radio and television together, and that such programmes often attract audiences of 250,000 and more.

One problem in making estimates of participation in non-vocational education is the danger of double counting. Some adults may enrol for more than one course, and many courses are run by a local education authority in conjunction with voluntary associations, or by university extra-mural departments in conjunction with the WEA or other responsible bodies, so that there is always a danger that the same person will be included in the enrolment figures of two different organisations. Lowe carried out a survey of students in adult education classes, and found that because of multiple enrolments, and overlapping membership of different organisations, there were in fact only 57 actual students for every 100 enrolments in courses organised by extra-mural departments, WEA and other respnnsible bodies, educational centres and residential colleges in 1961-62.(2) In local authority evening classes, the incidence of multiple enrolments is much less, and Lowe quotes one estimate of 16 per cent of multiple enrolments in an evening institute. The enrolment figures published by the Department of Education and Science, and the Russell Committee's figures do avoid double counting where a course is jointly offered by two organisations, but do not avoid counting the same person twice if he enrols for more than one course.

Thus, for a variety of reasons it is impossible to make a precise estimate of the number of adults taking non-vocational courses in 1970. Lowe's estimates of 800,000 and 1.9 million as "low" and "high" estimates of the numbers involved in 1961-62 in informal education, and courses run by voluntary associations would certainly be too low as estimates for 1970, since there has been a considerable increase in provision of adult education by some voluntary associations, so that it would probably be realistic to double Lowe's estimates to give a "low" and a "high" figure for 1970. On the other hand, the problem of multiple enrolments means that even the "low" estimate may be inflated as an estimate of the number of individuals participating in non-vocational education. Lowe's estimates of the extent of multiple enrolments range from 16 per cent in local authority evening classes to over 40 per cent in some courses organised by responsible bodies. Thus, to arrive at a rough guess of the total number it seems

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1) J. Lowe, Adult Education in England and Wales, op.cit., p. 256.

2) Ibid., p. 258.

Table 7

ESTIMATED NUMBERS TAKING NON-VOCATIONAL ADULT EDUCATION, UNITED KINGDOM, 1970

(millions)

Organising Bodies		
Local authorities and responsible bodies (less 20% for multiple enrolments)	2.3 -0.4	
	1.9	
	Low Estimate	High Estimate
Voluntary associations (less 20% for multiple enrolments)	1.2 0.2	2.8 0.5
	1.0	2.3
Total	2.9	4.2

reasonable to reduce the enrolments by 20% to allow for adults who enrol in more than one course, and at the same time to increase Lowe's "low" and "high" estimates for 1961 by 50 per cent to allow for the increase between 1961 and 1970. These calculations, which are summarised in Table 7, suggest that in 1970 about 3 to 4 million adults engaged in some non-vocational education. Once again it must be emphasized that this is no more than an informed guess, but it is likely to be fairly conservative, rather than inflated, in view of the assumptions that have been made.

IX. TOTAL PARTICIPATION IN ADULT EDUCATION

Many of the estimates already given in this paper are very approximate, and when we come to add them together to assess total participation in adult education, the problem is magnified because of the danger of double counting. The same person may, during the course of a year, receive some on-the-job training, attend a local authority evening class, enrol in a correspondence course, join a community association or consumers' group, and attend a course of lectures at the local music club. He will, therefore, have been counted two or three times in this paper, and if he attended more than one course organised by a local authority or university extra-mural department, he may even have been counted four or five times despite the allowances that have been made for multiple enrolments. Therefore any estimate of total adult participation in education and training must be very approximate, unless a special survey or census is carried out. In the United States there have been a number of surveys designed to measure the degree of participation in adult education. One, in 1962, showed that 22 per cent of the population were participating in some form of education, and it was suggested that half the adult population of the United States takes part in an educational activity at some time in their lives.(1) However a more recent survey found the rate of participation to be only 11 per cent of the eligible population.(2) No such survey has ever been carried out in Britain, although the Russell Committee suggested that sample surveys should be carried out by such a body as the National Institute of Adult Education. For the moment, however, any estimate of the total number of adults participating in education or training must be very rough.

Table 8 summarises the estimates so far given in this paper. If we include all estimates of vocational education and training, correspondence education and non-vocational education which is publicly provided or subsidised, this gives a total of about 6 million adults receiving organised education or training in 1970, with at least a further million undertaking non-vocational courses provided by voluntary associations and a further million receiving instruction at driving schools. However, many of those who are undertaking professional training, taking part in government-sponsored training programmes, or taking correspondence courses, are already included in the estimate of total vocational training. It is unlikely that all would be included, since the survey of training was addressed to employers, who would not necessarily know if some of their employees were studying in the evening for a professional qualification, or taking a correspondence course. If we include only one-third of the numbers in these two categories, and assume that two-thirds are already included, and if we assume that 20 per cent of the number should be subtracted because of multiple enrolments, this would mean that there were 6 million adults receiving education or training, or 5 million, if those who are studying part-time for a recognised qualification are excluded as being in the regular education system. Even if we subtract a third of the non-vocational enrolments, in order to avoid double counting, and make minimum assumptions about voluntary associations, we are still left with about 4.5 million and since many of the individual estimates are deliberately conservative, this would seem to be a minimum estimate.

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1) J.W.C. Johnstone and R.J. Rivera, Volunteers for Learning, Chicago, 1965.

2) National Centre for Educational Statistics, Participation in Adult Education 1969, Initial Report, p. 11.

Table 8

ESTIMATED TOTAL PARTICIPATION IN ADULT EDUCATION AND TRAINING IN THE UNITED KINGDOM, 1970

Type of Education or Training	*Numbers* (including multiple enrolments)	*Estimated* number of individual participants
	(000's)	
1. Vocational training	2,600	2,600
2. Professional in-service training (partly included in 1.)	360	133
3. Education and training in the Armed Services	200	200
4. Correspondence education (partly included in 2.)	500	166
5. Open University	24	24
6. Retraining for the unemployed	18	18
7. Other government-sponsored training (included in 1.)	73	-
8. Non-vocational education by LEAs and responsible bodies	2,300	1,900
9. Non-vocational education by voluntary associations (low estimate)	1,200	1,000
	7,275	6,041
Less adults studying for recognised qualifications (included in OECD statistics)		1,054
Total		4,987

A fairly conservative estimate is that at least 5 million adults took part in organised education or training on a part-time basis in 1970, after completing their full-time education, which is approximately half the number of pupils and students in the regular school and university system,who numbered slightly over 10 million in the United Kingdom in 1970. It is also approximately 10 per cent of the total population, and 12 per cent of the population aged 15 or over. At first sight this proportion seems low compared with some estimates for other countries. For example, it is estimated that in Sweden 2 million adults take part in education or training, which is a quarter of the total population.(1) An American survey of adult education found that in 1962 the proportion of adults involved in part-time education or private study was 22 per cent.(2) However, a more recent survey by the Bureau of the Census, in 1969, found that 11 per cent of the eligible population of the United States were participating in adult education, a figure which is very close to the estimates in this paper. However, one problem in all international comparisons is to ensure uniformity of estimates. The estimates in this paper are deliberately conservative and designed to avoid the danger of double counting. If all the educational activities of voluntary associations and broadcasting are included, some of which are likely to be included in the Swedish and American figures, the total for the United Kingdom would probably be between 7 and 8 million adults, or between 15 and 20 per cent of the adult population.

These figures refer to the number of adults who receive some education in a single year. The number who undertake adult education at some point in their working lives is much higher. Lowe estimated that perhaps more than one in three of the eligible population attend a course of adult education at least once in a lifetime,(3) and the Russell Committee quotes an estimate that "one in three of the adult population is touched by adult education over a period of ten years". This compares with an American estimate that half the adult population participate in an educational activity at least once in their working life. However, Lowe and the Russell Committee were both concerned with non-vocational education, and the figure for participation in some form of adult education or training in a lifetime would be considerably higher. However, whatever assumptions are made, it is clear from these figures that for a considerable proportion of the adult population education is not "continuing" or "permanent" or "lifelong" but terminates at the end of their regular schooling. And there is considerable evidence that those who receive most adult education and vocational training tend to be those who have already benefited most from regular schooling. Lowe points out that unskilled workers are almost totally unrepresented in non-vocational adult education, and Table 2 above shows that the proportion of unskilled workers receiving vocational training is 1 per cent, compared with 10 per cent of skilled workers. So inequalities of opportunity and participation in formal education are likely to be reinforced by unequal participation in post-formal education. For example, Mincer, Eckaus and Scoville have all demonstrated that in the United States

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1) See OECD, Adult Education in Sweden, (mimeo).

2) Johnstone and Rivera, op.cit., quoted in J. Lowe, op.cit., p. 331.

3) J. Lowe, op.cit., p. 262.

the workers who receive most on-the-job training have higher than average educational attainment (1) and Lowe shows that in Britain those who leave school at the minimum school-leaving age are least likely to take non-vocational courses in adult life. Thus, adult education tends to be a complement to, rather than a substitute for, regular schooling.

X. THE COST OF ADULT EDUCATION

If it is difficult to get accurate estimates of the volume of education and training for adults, it is almost impossible to get estimates of its cost, except for a few categories. There is no satisfactory estimate of the total cost of vocational training, and even the costs of training covered by the Industrial Training Boards are difficult to measure, because very few industries have attempted to estimate the total costs of training; the levies and grants administered by the boards do not cover total expenditure on training by firms, and very few firms have accurate estimates of the total costs of on-the-job training. The Engineering Industry Training Board is the only board that has carried out a survey to estimate the total cost of training in an industry, and used this as a basis for determining its levy and grant policy. In 1964-65 the Board obtained information from a sample of firms, representing 16 per cent of the total manpower in the engineering industry; the firms were not completely representative of the industry as a whole, but were chosen on the grounds that they were known to provide good training facilities. As a result of this survey it was estimated that the total gross costs of training in the industry were £117 million, of which £26 million was for training administrative, technical and clerical staff, £79 million for craft trainees and £12 million for operatives. In terms of costs per trainee this represented £695 per annum for administrative, technical and clerical workers, £520 for craft apprentices and £705 for operatives. Roughly 60 per cent of the total, or about £70 million consisted of the wages and salaries of trainees. When firms were asked to estimate the value of trainees' productive work they found this very difficult, and the resulting estimate of net costs is therefore very unreliable, but on average they subtracted about 47 per cent of the wages and salaries of trainees, which gave a total net cost for the industry of £84 million; the wages and salaries of trainees

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1) See in particular R.S. Eckaus "Economic Criteria for Education and Training", Review of Economics and Statistics, May 1964 and J.G. Scoville "Education and Training Requirements for Occupations" Review of Economics and Statistics, November 1966, for a demonstration of the correlation between "General Education Development" and "Specific Vocational Preparation" in the U.S. Department of Labour's Estimates of Worker Trait Requirements for 4,000 Jobs.

would therefore account for 40 rather than 60 per cent of the total. This meant that the gross cost of training in the industry amounted to about 4 per cent of the total wages and salaries bill, and the net cost to about 2.9 per cent. Very few other boards have even attempted to estimate the total costs of training but estimates of expenditure in the gas, oil and electricity industries suggest about 4 per cent of total wages and salaries is devoted to training, and 3.8 per cent in the shipping industry, and between 3 and 3.5 per cent in the chemical industry. These figures are, however, slightly higher than might be expected in other industries, since all have a relatively high proportion of highly skilled workers.

The only other source of information about training costs in industry is the Department of Employment's Survey of Total Labour Costs in 1968, in which employers were asked to estimate expenditure on training facilities, fees for outside courses, etc., and training board levies minus grants, and also the wages and salaries of trainees while they were undergoing training. Once again, there may have been variations between firms in the way they estimated the costs of training, and whether or not they estimated the value of trainees' productive work. The results show that in 1968 in manufacturing industry as a whole, training, including wages and salaries of trainees, amounted to £20 per employee, or 1.8 per cent of total labour costs (including insurance contributions, SET, provision for redundancy payments, subsidised services and fringe benefits, etc.) which is about 2 per cent of wages and salaries.(1) The corresponding figures for the engineering industry were £27 and 2.5 per cent, so that this is consistent with the Engineering Industry Training Board's own estimates of net training costs. In manufacturing industry as a whole, training costs varied from 0.2 per cent of total labour costs to 3.3 per cent, which would mean a range of about 0.3 to 3.5 per cent of wages and salaries, and in non-manufacturing industries training costs varied from about 1 per cent to 3 per cent of wages and salaries. If these estimates are multiplied by the total wage and salary bill in each industry it would suggest that the total costs of training in the industries covered by the survey were about £390 million in 1970.

On the other hand, some Industry Training Boards suggest that the total costs of training amount to 3-4 per cent of total wages and salaries, rather than 2-3 per cent, although these figures are probably not adjusted to allow for the value of trainees' productive work, and the industries concerned are those with a good training record, such as gas and electricity. However very few firms have accurate estimates of the costs of on-the-job training, and the Department of Employment survey may have underestimated the costs of training not covered by

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1) Department of Employment, Labour Costs in Great Britain 1968, HMSO, London: p. 7.

training board grants. If so, this would mean that the levies raised by the Industry Training Boards, which range from under 1 per cent to 3.8 per cent, probably represent less than half the total costs of training in industries covered by the Industrial Training Act. This is consistent with the experience of the Chemical Industry Training Board, for example. In some cases, such as the Engineering Training Board, the levy represents a higher proportion of total training costs, whereas in the case of the Electricity Supply Industry, which has the lowest levy, and uses this only to finance research and administrative costs, the level of the levy is no indication at all of the actual costs of training. In 1970-71 the total income from levies of all training boards amounted to approximately £200 million, so that this would suggest that the total costs of training in the industries covered by the Act would be about £500 million. Certainly the total levies and grants of the training boards do not represent the total costs of training in these industries, since those boards which do give cost-related grants rarely give 100 per cent of expenditure incurred, and other boards give grants only for specific types of training, and few boards give grants for on-the-job training. However, the question of what proportion of total costs is covered by the £200 million has never been answered.

The Industrial Training Act, however, covers only 15 million out of 22 million employees; in particular it does not cover many of the people training for professional qualifications, since it does not cover insurance or banking, medicine or the legal profession. There are no estimates of the total costs of professional training, and those professions which have attempted to collect information, such as the medical profession, have had little success, so that only a very rough guess can be made. The survey by the Engineering Industry Training Board showed that in 1964 the average cost of training an administrative, technical or clerical worker was about £700 a year, including the wages and salaries of trainees; if allowance were made for the productive work of trainees, the net cost of training, including wages of trainees as well as instruction costs, would probably be about £500. If this figure is taken as a rough estimate of the average cost per year of providing in-service training for a professional worker, this would mean that the total cost of all professional training would be about £200 million in 1970. Since this figure is based on cost estimates for 1964, rather than 1970, it is obviously too low. On the other hand, a considerable proportion of professional training takes place through correspondence study and evening classes, so that the proportion of trainees' wages and salaries which should be counted in the net cost of training in the professions may well be lower than for engineering training. A study of in-service training in the architectural profession in 1971 suggests that the direct costs of post-qualification training for architects average about £10 a day for instruction, and the indirect cost of the architect's time about £20 a day, and it was estimated that the total was about £300,000 a year for the costs of instruction, and £400,000 a year for the value of trainees' time. However, these figures relate only to education and training for qualified architects. In other professions, as section III showed, there is a considerable amount of in-service training for those studying for professional qualifications, so that when all forms of professional training are considered together, a figure of £200 million for the total costs of instruction and value of trainees' time seems reasonable as a rough guess.

In-service training in the Civil Service costs about £34 million, which represents about 3½ per cent of total salaries.(1) Total government expenditure on adult retraining under the Vocational Training Scheme, and through various grants to industry was £30 million in 1970-71. This suggests that expenditure on vocational training was at least £650 million. Some estimates, based on little evidence except subjective impressions of training in industry would put the total as high as £1,000 million, which would mean that 3.5 per cent of wages and salaries in the economy as a whole was spent on training. However, all these figures represent nothing more than guesses about the expenditure of employers on on-the-job and in-service training. Adequate evidence is just not available.

The picture is slightly better when we turn to government expenditure on adult education and training, but here too, there are gaps in the information. In 1970-71 total government expenditure on further and adult education (including current and capital expenditure and loan charges) was £325 million for England and Wales. Figures are not yet available for the United Kingdom as a whole, but £370 million is probably a fair estimate. There is no official breakdown of this total between the 300,000 full-time students and 3.3 million part-time students, but the DES calculate the number of full-time equivalent students in further education by counting a sandwich student as 80 per cent, a part-time day student as 25 per cent and an evening only student as 10 per cent of a full-time student. If these weights are applied to total expenditure this gives a total of about £200 million for all part-time further education. This covers both vocational and non-vocational education, and includes those studying for recognised qualifications. The Russell Committee estimated that expenditure on non-vocational adult education was only about £20 million, or under £10 a head. This would mean that the total cost of all vocational courses, including courses leading to a recognised qualification, was in the region of £180 million, for roughly 1.7 million students, or

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1) Heaton and Williams, op.cit., p.6.

slightly over £100 per head. However, the cost of courses for students are included in the OECD statistics of regular education. If £100 million is assumed to be the cost of these vocational courses, this means that only about £80 million should be included in the costs of adult education and training. If this is simply added to the previous estimates of costs of vocational education, it will involve some double-counting, since employers, or students, pay fees for part-time further education, and these will have already appeared in estimates of the cost of industrial training. However, some calculations by the DES suggest that fees represent only about 5 per cent of the real costs of vocational courses,(1) so that the extent of double counting is probably very small.

It is difficult to include reliable cost figures for the Open University, since it was only just beginning to operate in 1970-71, and 1971 was the first full accounting year, and costs in that year reflect the costs of establishing and building up new courses. Total expenditure in 1971 was £8 million, which meant about £350 per student, although the marginal costs of one extra student are considerably lower than this.(2)

According to the Defence Estimates, expenditure on training in the Armed Services was estimated to be £222 million in 1970-71, or roughly 10 per cent of total expenditure on defence. This may not include all educational activities, but a total figure of £230 million seems a fair estimate.

Finally, a rough estimate must be made of expenditure on courses at private establishments, including correspondence education. Very little information is available, but if the number of annual enrolments is multiplied by typical fees charged by some correspondence colleges, it would suggest about £20 million in 1970-71 for correspondence education. A recent survey of private establishments suggested that the total revenue of all private establishments was about £120 million in 1971-72, of which about £40 million was for private management courses, £17 million for language schools, and £19 million for instruction at driving schools.(3)

Thus, expenditure on all forms of adult training and education in 1970 was probably well over £1,000 million, and may have been as high as £1,200 million. Table 9 summarises the estimates of costs for each type of education or training given in this paper, which, it must be

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1) W. van Straubenzee, "The role of education in vocational training", BACIE Journal, December 1970, p. 133.

2) The Report of the Vice Chancellor, The First Teaching Year of the Open University, 1971. See also L. Wagner, "The Economics of the Open University, Higher Education, 1972.

3) Economists' Advisory Group, "Proprietary School Education in the United Kingdom", op.cit.

emphasized again, are extremely crude, and represent no more than a basis for further enquiry. As far as possible, the table tries to avoid double counting, although there may be a very slight overlap between some categories, for instance professional training and correspondence education.

Table 9

ESTIMATED COSTS OF ADULT EDUCATION AND TRAINING
IN THE UNITED KINGDOM, 1970

(£ millions)

Industrial Training (not including professions)	500
Professional Training	200
In-service Training in the Civil Service	34
Vocational Training Scheme	25
Other Government expenditure on Training	5
Part-time Further Education	80
Open University	8
Private Establishments, including correspondence	120
Armed Services	230
Total	1,202

A figure of £1,200 million is rather less than half the total expenditure on formal education in 1970, which was roughly £2,500 million. If we subtract the total expenditure on part-time education this leaves a total of about £2,280 million for all expenditure on full-time education in schools, colleges and universities, which would mean that the costs of part-time education for adults were almost exactly half the total expenditure on full-time formal education, and therefore similar in the ratio of numbers.

This estimate of total costs of adult education and training includes actual wages and salaries paid to trainees, but not earnings foregone by trainees. The survey by the Engineering Industry Training Board suggested that wages and salaries of trainees accounted for 40 per cent of the net cost of training, and as much as 60 per cent, if no allowance is made for the productive value of trainees' time. The Economists' Advisory Group study of private education estimated that earnings foregone accounted for 40 per cent of the total resource costs of proprietary education. But they could not estimate how many of the students were actually being paid. Therefore, while it is clear that the value of trainees' time is a very important element in the costs of adult education, we still know very little about the distribution of these costs, and what proportion is borne by the trainee, in the form of earnings foregone, and what falls on the employer, who pays wages but suffers foregone output. This would involve a major research study, including analysis of the wage scales of apprentices and skilled workers, and a real attempt to measure the value of trainees' productive work. For the moment, therefore, we can only compare actual expenditure on adult education and the regular system, rather than comparing their total resource costs.

However, even this crude comparison of costs and numbers is rather misleading since roughly half the total number of adults participating in education or training are taking non-vocational courses, and expenditure on non-vocational adult education represents less than 1 per cent of total educational expenditure. Thus the disparity is enormous. Adults taking non-vocational courses, who represent more than 20 per cent of the total number of young people in full-time education, receive less than 1 per cent of total educational resources, whereas the cost of vocational education or training for adults, who represent 20 to 30 per cent of the total number in formal education, is nearly 50 per cent of the total expenditure on regular education, according to the estimates in this paper.

Much more work needs to be done on the costs of adult education and training before such comparisons can be at all reliable, but even the very crude estimates in this paper raise a number of questions about the balance of resources between education for adults and formal education for youth, and between vocational and non-vocational education for adults.

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IX

UNITED STATES

by
Robert CALVERT, Jr.

INTRODUCTION

Scope of Paper

This paper summarises statistics dealing with adult education in the United States. It begins by defining the term "adult education" as used in this paper and then cites trends in adult education and federal government programmes which support it. An analysis of the participants in adult education is presented followed by information from studies of sponsors of adult education. The paper will then provide, in turn, statistics on adult education as offered by public schools (primarily specialised career-training institutions), community organisations, employers, and other sources. Information from four major federal programmes are then provided: adult basic education, co-operative extension activities, adult vocational education, and manpower or job skills training. A special section includes information on institutions which prepare teachers and administrators for adult education activities and a final one reviews sources used to finance adult education in the United States.

It should be emphasized that adult education in the United States is offered by a complex mixture of public and private, national and local organisations which seek to be responsive to the educational demands of adults. While some programmes are financed by the Federal Government, almost no programmes are directly operated at the national level. Even such major programmes as adult basic education and co-operative extension are conducted by non-federal groups in the various States. Federally financed manpower training projects are operated by States and cities (and now by regional consortiums), by employers or their associations, or by labour unions.

While this diversity increases the opportunities for adults to participate in organised educational activities, it also makes precise measurement of the volume or characteristics of adult education programmes more difficult. This prompted two different study approaches, both of which are cited in this paper. The first is a study of a sample of adults to determine whether they took part in adult education and, if so, what sources were used. The second is a series of studies of sponsors of adult education.

Definition of Adult Education

There are many definitions used to describe adult education in the United States. Interestingly enough, because of the variety of opinions as to what constitutes adult education, the largest professional society (the Adult Education Association of the United States) has never adopted a formal definition of the term. Most definitions used refer to the age of participants, the level of offerings, the formal education structure provided, and the changes sought by the participants.

Three common definitions are as follows:

- Adult education is organised instruction for persons beyond compulsory school age (17 years old and older) who are not enrolled full-time in a regular school or college programme.(1)
- Adult education is a process through which persons no longer attending school on a regular, full-time basis undertake activities with the conscious intention of bringing about changes in information, knowledge, understanding, skills, appreciation, and attitudes, or to identify and solve personal or community problems.(2)
- Adult education is a process by which the instructional needs of adults, as perceived by themselves or by others, are met through organised learning experiences.(3)

Two other terms are used in the field and should be cited. Many prefer to call it "continuing education" or "lifelong learning" rather than "adult education" emphasizing the lifelong nature of the educational process. Some prefer the term "part-time student" on the assum tion that at the post-high school level all part-time students are actually adult education students. This avoids the dilemma of how to count the 55 year-old who enrolls as a full-time student in a college or university.

Trends Affecting Adult Education

Society in the United States is changing in many respects and this is, to some extent, related to changes in the educational patterns of adults. Key trends both mandate improved information about adult education and make its measurement more difficult. Some of these trends are cited below:

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1) Imogene E. Okes, Participation in Adult Education, 1969: Initial Report, National Center for Education Statistics, U.S. Office of Education.

2) A.A. Liveright. A Study of Adult Education in the United States, Center for the Study of Liberal Education for Adults. Boston, Massachusetts, 1968.

3) Dale Chismore. "Preliminary Manual of Terminology about Adult/Continuing Education". National Center for Education Statistics. U.S. Office of Education, 1971 (unpublished manuscript).

1. Employers are assuming less responsibility for training employees and potential employees in basic job skills. A growing percentage of this skill training is being handled by community colleges (generally public, two-year institutions) and federally funded manpower training programmes. A major development in the past two decades has been the growth of two-year colleges which offer convenient and open access to collegiate education and provide programmes of occupational preparation and/or academic work creditable towards a bachelor's degree. Federally funded programmes offer practical skills training in fields in which a demand presumably exists, and are operated through State agencies, labour unions, Indian tribes, or through non-profit or profit-making organisations.

   In an attempt to break the cycle of poverty, public funds are being used to train adults for employment and, in purely economic terms, to help people move themselves from the welfare rolls to the employed-taxpayer rolls.

2. A sudden levelling-off in student enrolments in both secondary schools and colleges has permitted, or even encouraged, the expansion of educational services to adults. For example, in Montgomery County, Maryland (a suburban area just north of the District of Columbia) the local community college sends its counsellors to branches of the public library on a pre-arranged schedule to review its adult education offerings with prospective students.

   Both public schools and public and private colleges, conditioned to growth, are paying increasing attention to programme opportunities offered in the area of adult and continuing education. The present surplus of trained teachers in the United States encourages this attention.

3. Just as educational institutions in the United States have expanded their community service activities, other organisations increasingly are offering educational programmes focusing primarily on adults. (This was encouraged during the War on Poverty launched by President Lyndon B. Johnson when industrial firms were, with their practical knowledge, sought as contractors to run Job Corps training centres). In addition to them, churches, youth groups, and social service agencies now offer formal programmes of instruction.

Some informal educational institutions have been created such as the conversion of former stores to street academies or the creation of the Empire State College, a public institution in New York State which "contracts" with its students to grant an academic degree upon completion of a series of work and educational tasks.

4. Early planners in adult education tended to be sales-oriented, their initial tasks were to gain sponsoring institutions and enrol students. Now, as adult education matures, there is increasing interest in accountability and in better measurement. Statistics provide the framework within which evaluation can take place.
5. Educational patterns for many young people in the United States are changing. Traditional patterns of successive layers of formal education are being replaced by intermittent patterns of educational activity. Thus, education for many is shifting to later years.

Federal Legislation Dealing with Adult Education

One of the earliest programmes in this area was the Agricultural Extension Service which had as its mission advising farmers on the best methods of growing and marketing crops. Later, this was expanded to take in the educational needs of farm women. Still later, as the programme grew and as States assumed more and more of a management role, the programme was retitled Co-operative Extension Service. Now it is being adapted to help meet needs in urban areas. The bulk of the funding for the programme, and support for the agent located in each county, comes from the U.S. Department of Agriculture.

This is but one of many federal programmes which provide specific financial support for adult education. The Appendix lists over 200 programmes which are sponsored and funded by federal agencies. The complexity of the federal role in adult education is suggested by the variety and scope of these programmes.

To help co-ordinate national policy in this area, two advisory councils have been established: the National Advisory Council on Adult Education and the National Advisory Council on Extension and Continuing Education.

STUDIES OF PARTICIPANTS IN ADULT EDUCATION

Three studies made over a period of years provide probably the best measure of the rate at which adults participate in educational activities and the changes in that rate. Details in Figure A show that the rate of participation has grown from 7. per cent in 1957 to 12.4 per cent in 1972. Eligible population is defined as adults age 17 and older who were not already enrolled as full-time students.

Figure A

Number of Adult Education Participants, Total Eligible Population, and Percent of Participation, 1957-72

School year	Total eligible population	Adult education participants	Percent of participants to eligible population
1956-57 (1)	105,560,000	8,270,000	7.8
1968-69 (2)	119,598,000	13,041,000	10.9
1971-72 (3)	127,263,000	15,734,000	12.4

1) Marie D. Wann and Marthine V. Woodward, *Participation in Adult Education, 1957*, U.S. Office of Education (Circular 539), 1959.

2) Imogene E. Okes, *Participation in Adult Education, 1969*: Full Report. National Center for Education Statistics, U.S. Office of Education (in publication process).

3) Imogene E. Okes, *Participation in Adult Education, 1972*, National Center for Education Statistics, U.S. Office of Education (publication now being prepared).

The techniques used to collect these data may be of particular interest. The U.S. Bureau of Census conducts a national household survey each month to meet a number of national informational needs, probably the most significant being the development of figures on the rate of labour force participation and unemployment. As part of this survey of 105,000 persons (50,000 households) in May 1969 and May 1972, questions were asked about participation in adult education activities for any member of the household during the preceding year. By asking specific questions about actual sources of training, problems of failing to identify a learning activity with adult education were reduced. Where an activity was reported, a detailed questionnaire was left by the Census enumerator to be completed by the participant. The survey provided the basis for the national estimates shown in Figure A. This information from participants is particularly useful as it provides an unduplicated count of participation by individuals, in contrast to the data from sponsors of adult education activities which may count the same individual more than once.

Information from the 1972 survey was used to plot the relative use of varying sources of adult education in the United States. Figure B shows the sources listed in response to the question "Who gave this course or sponsored this activity?" Because of the nature of the question, obviously more than one source may have been checked and the totals, therefore, add up to more than 100 per cent.(1)

Figure B

Sources of Adult Education Used by Participants, 1972

Source	Percent Using
Four-year college or university	21.4
Employer	16.6
Two-year college or technical institute	16.3
Public school system	14.0
Community organisation	12.7
Private vocational school	8.9
Tutor or private instructor	6.0
Labour union or professional organisation	5.5
All other	10.4

A number of participants took two or more different adult education courses or activities during the year. Altogether, the 15,734,000 participants took 25,572,000 activities, or an average of 1.64 per person. In actuality, only 31.7 per cent of the participants took more than one activity so that the average number of those with more than one was considerably higher.

Participation in adult education by age, sex, race, and prior educational level is shown in Table 1. Women are somewhat more likely to be participating in adult education than men. Age figures indicate that the median age for adult education participants is in the early 30s with 91 per cent of the participants 54 years of age or younger. Whites tend to participate in adult education (92.3 per cent) more than their share (around 88 per cent) of the total population. Table 1 also shows the percent of adult education participants with various amounts of formal education completed. That those with more education are the most likely to take part in adult education is shown in Figure C.

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1) A study made by the U.S. Department of Labor, using data from October 1972, indicated that 1,500,000 adults 35 years of age or older were taking work towards a degree or to train for an occupation. These data are considerably lower than the 15,734,000 reported by Okes for several reasons. Okes asked about all programmes, not just degree or job-related, based her report upon any involvement during the entire year (not just what was taking place in October 1972) and included persons between 17 and 34. See Anne M. Young, "Going Back to School at 35", Monthly Labor Review, October 1973, p. 39.

Figure C

Percent of Participation in Adult Education by Highest Level of Education Completed, 1972

Highest Level of Education Completed	Percent of Each Group Participating in Adult Education, 1971-72
Non-high school graduate	4.1
High school graduate	12.4
Some college	22.9
College graduate and post-graduate	30.5
All levels	12.4

Rates of participation are shown in Table 2 which uses three main groupings: participants in adult education, non-participants, and full-time students. By occupation, the highest rates of participation were reported by professional/technical personnel, clerical workers, and by managers and administrators.

Selective rates of participation by family status and number of children in the family also are shown in Table 2. Contrary to what might be anticipated, those with more children are more likely to be involved in adult education activities.

While adult education has been cited as means to occupational progress, reports from those actually involved indicate that employed persons and those with the highest incomes are more apt to take part than those without a job, as shown in Figure D.

Figure D

Participants and Non-participants in Adult Education by Employment Status and Family Income, 1972

Employment Status	Percent		Yearly Family Income	Percent	
	Participants	Non-Participants		Participants	Non-Participants
Working	74.0	54.5	Under $3,000	4.5	11.6
Vacation from work	2.2	2.3	$3,000-$4,999	5.8	11.7
Seeking work	3.4	2.8	$5,000-$7,499	11.2	15.0
Housekeeping	17.3	29.5	$7,500-$9,999	14.0	14.8
Student	1.2	0.2	$10,000-$14,999	30.5	23.4
Unable to work	0.2	2.2	$15,000-$24,999	23.0	13.4
Other	1.8	8.5	$25,000 and over	7.4	4.1
Total	100.1	100.0	Not available	3.6	6.0
			Total	100.0	100.0

Table 1

SPONSOR OR ADMINISTRATOR FOR ADULT EDUCATION ACTIVITY, BY AGE, HIGHEST LEVEL OF EDUCATION COMPLETED, RACE AND SEX OF PARTICIPANTS, 1972

Characteristics	Total	Public grade/ high	2-yr. college or tech. inst.	Private voca-tional school	4-yr. college /uni-versity	Employ-er	Com-munity	Labour Union or Profes-sional	Tutor or Private Ins-tructor	Other	Hos-pital	Not avail-able
Total number (thousands)	15,734	2,200	2,561	1,393	3,367	2,613	1,996	871	944	1,481	64	98
					Percent of Totals							
Age												
17-24 years	21.6	23.4	30.8	32.0	22.2	17.7	12.7	10.8	14.5	17.2	37.6	20.2
25-34 years	33.2	31.6	32.1	33.1	39.4	33.8	31.1	35.6	31.6	31.1	27.2	29.2
35-44 years	21.3	19.7	18.8	18.6	21.1	23.5	22.5	24.6	21.4	23.3	5.0	23.8
45-54 years	15.1	15.3	12.1	11.1	12.0	18.4	16.7	19.6	20.3	17.7	25.2	18.5
55-64 years	6.3	7.0	4.5	3.9	4.4	5.5	10.5	8,0	8.0	8.3	4.9	6.6
65 years +	2.4	3.1	1.7	1.2	1.0	1.0	6.6	1.4	4.1	2.4	.0	1.6
Education												
None-8th Grade	3.9	6.7	2.1	4.6	.7	3.2	7.2	1.6	3.9	4.3	.0	5.5
9th-11th Grade	9.2	19.5	7.0	11.9	1.8	8.1	9.1	1.4	7.4	11.5	2.5	12.4
High School	37.6	40.5	44.4	50.5	15.1	42.9	38.6	31.5	41.0	40.7	21.2	26.3
Some College	21.4	14.3	33.6	19.2	22.7	20.8	19.6	21.5	22.6	16.6	33.7	23.7
Coll. graduate	16.4	11.9	9.0	8.9	31.9	16.2	16.0	16.0	16.1	16.7	25.1	13.1
College	11.4	7.1	3.9	4.9	27.9	8.8	9.5	21.1	9.1	10.3	17.5	19.0
Race												
White	92.3	89.6	91.6	89.7	93.7	93.1	92.4	94.1	97.6	94.0	100.0	92.1
Negro	6.4	8.0	7.8	9.3	5.1	5.6	6.5	3.9	1.0	5.3	.0	5.5
Other	1.3	2.2	.6	1.0	1.3	1.3	1.1	1.9	1.4	.8	.0	2.4
Sex												
Male	49.2	28.5	49.4	57.2	51.2	68.3	29.4	60.2	29.7	56.1	32.0	38.4
Female	50.8	71.5	50.6	42.8	48.6	31.7	70.6	30.8	70.3	43.9	68.0	41.6

Note: Data do not add as individual participants may have used more than one source.
Source: Okes, op.cit., 1972.

Table 2

PARTICIPANTS IN ADULT EDUCATION, NON-PARTICIPANTS AND FULL-TIME STUDENTS, BY OCCUPATION, SEX AND FAMILY STATUS, 1972

Characteristics	Participants	Non-Participants	Full-time Students
Total Number (thousands)	14,734	111,529	11,602
		Percents	
Occupation			
Professional/Tech.			
Engineer	2.2	0.7	0.0
Medical/Health	3.7	1.1	0.5
Teachers/Ex. Cl.	9.0	1.4	0.8
Other Prof./Tech.	9.5	3.3	3.0
Farmers, Farm Management	1.1	2.4	1.6
Managers & Admin.	8.5	5.9	0.8
Sales	4.9	3.5	4.2
Clerical	13.1	9.8	8.3
Craftsmen & Kind	9.1	8.0	1.3
Operatives, Transport	6.2	10.5	4.3
Services and Labour	9.0	10.3	15.5
None/No Response	23.8	43.2	59.6
Total	100.1	100.1	100.0
		Number in thousands	
Male Family Head Total	6,771	43,756	966
		Percents	
No Children	36.7	52.5	65.2
1 Child	21.5	16.0	16.9
2 Children	21.7	15.1	13.5
3 Children	11.8	8.7	3.4
4 or more Children	8.3	7.6	1.1
Total	100.0	99.9	100.1
		Number in thousands	
Female Family Head Total	1,712	13,369	153
		Percents	
No Children	65.4	74.6	62.6
1 Child	14.3	9.8	13.6
2 Children	10.3	7.1	10.5
3 Children	5.3	4.1	4.0
4 or more Children	4.7	4.3	9.3
Total	100.0	99.9	99.9
		Number in thousands	
Wife of Head Total	5,251	39,958	371
		Percents	
No Children	35.0	46.1	57.1
1 Child	20.5	18.3	19.5
2 Children	22.2	17.4	15.9
3 Children	13.5	9.8	5.9
4 or more Children	8.7	8.4	1.6
Total	99.9	100.0	100.0

Note: Percent details may not add up to 100.0 per cent because of rounding.

Source: Okes, op.cit., 1972.

Nearly half of those participating in adult education have an occupational motive as shown in Figure E. Note that these percentages add up to more than 100 as some participants participated in more than one type of subject.

Figure E

Type of Subjects Studied by Participants in Adult Education, 1972

Type of Subject	Percent
Occupational Training	46.5
General Education	25.9
Personal and Family Living	14.0
Social and Recreational	12.0
Community Issues	9.8
All other and no response	3.4

An earlier study based upon a sample of 2,848 persons who were taking adult education in 1962, tended to confirm these results.(1) This study, however, did include certain activities sponsored by religious organisations and independent study which were excluded from the Okes study. Definitions vary among surveys so that precise comparisons are not possible. However, a great degree of comparability was noted which permitted the analysis of subjects reported and listed in Figure F.

Figure F

Type of Subject Studied by Participants in Adult Education, 1972 (1)

Type of Subject	Percent
Occupational Training	31.9
General Education	11.9
Personal and Family Living	17.5
Social and Recreational	18.7
Community Issues	3.7
Religion, Morals, and Ethnics	13.0
All Other	3.3
Total	100.0

The location of classes and method of instruction used are shown in Table 3. As might be expected, most schools and colleges held

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1) Johnstone and Rivera, Volunteers for Learning, pp.49-50.

Table 3

SPONSOR OR ADMINISTRATOR FOR ADULT EDUCATION ACTIVITY, BY LOCATION OF COURSES AND METHOD OF INSTRUCTION, 1972

Location of Course and Method of Instruction	Total	Public grade/ high	2-yr. college or tech. inst.	Private voca- tional school	4-yr. college /uni- versity	Employ- er	Com- munity	Labour Union or Profes- sional	Tutor or Private In- structor	Other	Hos- pital	Not avail- able
Total number (thousands)	15,734	2,200	2,361	1,393	3,387	2,613	1,996	571	944	1,481	64	98
					Percent of totals							
Location												
School Building	28.3	93.5	30.1	26.3	14.5	8.3	12.2	12.1	5.6	14.9	0.0	28.1
Coll./Univ.Bldg.	29.2	1.7	59.2	7.8	76.2	5.5	3.6	12.8	2.3	6.9	2.5	24.7
Community Centre	5.2	1.3	1.2	1.4	1.2	1.2	27.5	5.2	4.0	3.6	0.0	4.9
Religious Propty.	6.4	0.8	0.6	0.7	1.0	1.0	36.1	5.5	7.3	6.4	2.7	[illegible]7
Place of Work	12.0	0.3	1.7	3.1	2.6	58.1	1.3	6.7	4.3	5.4	5.0	[illegible].2
Private Home	10.2	1.1	4.4	29.6	4.4	5.7	5.4	1.0	36.4	19.1	2.7	4.9
Hotel/Pub.Com.Bld.	12.0	0.9	1.8	22.8	2.6	15.4	7.3	45.9	22.3	19.9	0.0	7.9
Other	8.4	1.2	2.8	5.4	2.8	8.2	9.1	10.4	21.4	24.6	0.0	1.7
Hospital	1.4	0.2	0.8	0.4	0.5	0.7	2.2	3.1	0.3	1.9	87.2	0.0
NA	0.5	0.3	0.5	0.7	0.5	0.7	0.6	1.9	0.9	1.1	2.6	21.7
Method of Instruc.												
Classroom	57.9	85.4	78.3	48.5	64.5	35.3	45.5	30.7	20.4	36.7	36.3	57.2
Lecture Series	32.4	9.6	27.3	21.0	42.7	38.2	31.9	53.0	12.0	33.3	58.0	25.9
Workshop/Discuss.	31.9	19.4	25.0	22.3	30.5	37.8	43.7	44.0	19.8	91.2	50.4	22.8
Private Inst/Tut.	8.5	3.4	1.9	6.4	2.5	6.3	8.0	5.0	64.0	7.1	0.0	3.3
Job Training	7.3	1.0	3.3	6.2	3.3	24.3	3.2	6.7	2.1	5.0	15.6	3.2
Correspondence	7.6	0.7	4.3	31.0	4.1	6.5	0.4	5.8	1.2	10.2	0.0	3.2
TV or Radio	0.9	0.0	0.8	1.0	1.4	1.3	0.1	0.7	0.0	1.6	2.3	4.8
Other	3.9	1.7	3.2	2.2	3.6	4.2	2.4	4.1	1.4	5.4	16.1	3.1
NA	0.9	0.5	0.4	0.6	0.4	0.5	1.0	0.9	1.3	1.6	2.6	18.5

Note: Columns are not additive as individual participants may have taken courses from more than one source, but each data cell has an unduplicated count.

Source: Okes, op.cit., 1972.

their classes in their own buildings. However, a wide variety of sites were used by all of the sponsors of adult education. The method of presentation indicates that more than half of the classes were conducted in traditional classrooms.

The length of time scheduled for adult education activities is shown in Table 4. This indicates that 30.8 per cent of the participants engage in activities scheduled for three hours per week. Some participants, of course, particularly where job training was involved, spent 40 hours on an activity. The same table shows the total instructional hours spent in a year on an activity. The median for instruction time spent during the year on the activity was 32.9 hours.

The great virtue of the analysis of participation is the information which it showed on the sources (sponsors or administrators) of adult education. Information on these sources is analysed, i turn, in the next section of this paper.

PUBLIC SCHOOL ADULT EDUCATION

It is only natural that the public school system should be a major source of adult education activities, as the largest single source of education in the United States. Several national surveys made between 1947-48 and 1969-70 have highlighted the role played by public schools in meeting adult educational needs.

The total number of adults enrolled through public schools was 8,346,828 in 1968-69 and 9,248,020 in 1969-70 according to a survey by Okes.(1) Analysis of data from this survey will be based upon 1968-69 as more detail was collected for that year.

Information for this survey came from reports filled out by the Departments of Education, or their equivalents, in the various States and other areas. Each State appointed a co-ordinator who was asked to provide data on enrolment and other characteristics of adult education funded by special federal programmes as well as for programmes operated by the State and by local school districts. State patterns for conducting adult education vary. In some States, public adult education is the responsibility of community colleges rather than secondary schools. Thus, of the 8,346,828 enrollees in 1968-69. 15.3 per cent (1,275,961) were in programmes conducted through community colleges and, therefore, duplicate figures presented for colleges and universities.

Three studies over a period of two decades have shown dramatic increases in the percentage of persons enrolled in adult education through public school systems, as shown in Figure G.

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1) Imogene E. Okes, Adult Education in the Public Education System. 1968-69 and 1969-70, National Center for Education Statistics, U.S. Office of Education, 1974.

Table 4

SPONSOR OR ADMINISTRATOR FOR ADULT EDUCATION ACTIVITY, BY NUMBER OF HOURS SCHEDULED PER WEEK AND TOTAL INSTRUCTIONAL TIME, 1972

	Total	Public grade/ high	2-yr. college or tech. inst.	Private voca- tional school	4-yr. college /uni- versity	Employ- er	Com- munity	Labour Union or Profes- sional	Tutor or Private In- structor	Other	Hos- pital	Not avail- able
Total number (thousands)	15,734	2,200	2,561	1,393	3,367	2,613	1,996	871	944	1,481	64	98
				Percent of totals								
Hours Scheduled per Week												
01	7.8	5.7	2.3	2.1	2.8	8.0	18.0	5.1	28.4	7.1	9.7	7.8
02	22.0	92.0	15.6	11.5	15.9	15.1	36.2	19.3	28.2	19.0	42.4	11.3
03	30.8	91.3	47.1	15.8	47.1	10.3	28.7	15.8	24.0	15.6	12.9	32.6
04	12.0	11.5	14.5	3.9	14.4	9.9	6.8	9.9	9.1	8.3	4.7	3.2
05-09	21.2	16.7	24.0	24.6	22.6	17.4	11.3	26.7	10.6	19.8	18.0	20.8
10	2.9	1.2	1.4	4.8	2.7	2.9	9.2	2.4	1.9	3.6	0.0	3.0
11-12	1.9	1.1	1.6	4.2	1.8	1.8	1.1	2.0	0.7	2.1	0.0	1.7
13-14	0.6	0.2	0.4	1.0	0.8	0.5	0.6	0.8	0.3	0.7	0.0	0.0
15-16	3.6	1.1	2.1	3.8	4.4	4.5	1.7	7.7	1.0	4.1	5.1	2.8
17-19	0.8	0.3	0.4	0.8	0.8	1.1	0.5	2.0	0.5	0.5	0.0	0.0
20	1.9	0.6	1.0	3.3	1.7	3.0	1.3	2.2	0.5	1.5	2.3	3.2
21-24	2.0	0.2	0.4	1.5	1.1	4.2	1.0	6.5	1.2	3.2	0.0	4.9
25-29	0.9	0.4	1.0	2.4	0.6	0.8	0.8	1.3	0.2	0.5	0.0	0.0
30	1.8	0.5	1.7	3.3	2.2	1.6	0.9	2.1	0.3	1.8	0.0	0.0
31-32	0.4	0.1	0.1	0.6	0.2	1.1	0.0	1.2	0.2	0.5	0.0	0.0
33-39	1.3	0.2	1.3	2.1	1.1	2.1	0.1	1.6	0.2	1.5	5.5	1.7
40	6.5	0.4	2.5	8.9	2.7	19.8	0.5	5.6	1.1	8.9	5.5	9.8
NA	3.9	1.2	1.3	4.9	2.9	6.5	1.9	5.7	2.4	7.4	4.8	11.0
Total Instruction Time (hours)												
Less than 1	5.0	0.1	2.9	20.1	2.9	3.8	0.2	3.5	0.9	13.4	0.0	1.6
1-4	4.0	2.7	2.5	2.0	2.8	5.1	6.2	5.1	10.2	5.8	7.1	1.6
5-9	9.7	7.3	4.5	3.7	4.4	10.9	19.1	15.4	13.0	11.7	12.9	9.5
10-14	10.1	11.2	5.9	4.4	5.3	9.6	18.1	11.0	13.6	8.5	30.4	4.7
15-19	11.4	12.9	9.0	5.7	8.8	10.0	13.8	15.6	10.4	10.1	11.7	9.8
20-29	16.7	20.0	13.8	10.8	15.5	15.0	16.8	17.9	14.3	13.5	10.4	22.5
30-39	15.9	14.2	17.7	8.0	26.1	11.3	8.8	10.7	9.0	9.5	7.6	7.9
40-79	25.6	20.2	32.7	15.9	38.4	20.9	13.4	13.0	16.7	15.4	7.6	22.7
80-159	11.1	9.6	13.7	10.1	9.2	12.1	6.3	6.6	11.4	8.5	7.9	12.8
160-319	4.6	3.4	5.1	7.6	3.5	5.2	2.0	3.3	2.7	3.8	2.3	3.4
320-639	2.3	1.5	3.1	5.5	1.5	2.0	0.8	1.4	0.2	3.0	4.7	1.7
640-959	0.7	0.2	0.7	2.7	0.2	0.7	0.5	0.2	0.0	0.7	0.0	0.0
960-1439	0.7	0.2	0.9	3.0	0.3	0.4	0.2	0.6	0.0	0.2	0.0	0.0
1440-or more	0.6	0.0	0.6	2.4	0.3	0.7	0.1	0.4	0.5	0.3	5.5	0.0
NA	4.5	4.2	4.8	3.6	4.3	4.2	3.7	5.5	3.8	3.7	8.3	14.9

Note: Not additive as individual participants may have taken courses from more than one source, but each cell has an unduplicated count.

Source: Okes, op.cit., 1972.

Figure G

Enrolment in Public School Adult Education as a Percent of Total Residential Population, 1947-48, 1956-57, and 1969-70

Year (1)	Percent of Adults Enrolled in (1) Public School Adult Education
1947-48	1.49
1956-57	2.64
1969-70	4.59

1) Data based upon U.S. Office of Education surveys conducted by Klempfer (1947-48), Holden (1956-57), and Okes (1969-70)

Most of the analyses made of this data focused on distinctions between States. Because these would be of less interest to an international audience, summary statistics from some of the tables have been assembled and appear in Table 5.

COLLEGE AND UNIVERSITY ADULT EDUCATION

In the past few decades, vast changes have occurred in the total enrolment, institutions attended, and part-time enrolment (adult education students) in programmes of colleges and universities.

Between 1950 and 1972, the number of degree credit students enrolled in colleges and universities grew from 2,286,000 in 1950 (14.2 per cent of the population age 18 to 24) to 8,265,000 (31.8 per cent) in 1972.(1) An even greater rate of increase occurred in enrolments in the two-year community colleges. As recently as 1970, these schools enrolled 451,000 degree-credit students. By 1972, this had jumped to 1,792,000. For the first time, in the fall of 1973, more beginning college students (including degree candidates and non-degree students) enrolled in two-year colleges than in four-year colleges and universities - thus completing a steady growth pattern which began when the first of these two-year colleges opened their doors in the early 1900s.

Many factors have accounted for the rapid growth of community (two-year) colleges. They feature low-tuition charges plus additional savings as most of their students live at home, they tend to offer a more vocationally-oriented curriculum, and they offer programmes which

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1) Digest of Educational Statistics, 1973, p. 74-83.

Table 5

SELECTED FINDINGS FROM SURVEY OF ADULT EDUCATION IN PUBLIC EDUCATION SYSTEMS, 1968-69

Enrolment Status

Percent	
14.4	Full-time students (15 hours or more per week of instruction)
85.6	Part-time students
100.0	Total

Sponsorship, by Level of Government Funding (where multi-sponsored, first listed source was used)

Level of Government	Number of Programmes	Total Student Enrolment
Federal	53.1	4,636,822
State	19.5	1,784,230
Local	27.4	1,925,776
Total	100.0%	8,346,828

Teachers Involved

	Number	Percent
Part-time	201,936	88.0
Full-time	27,425	12.0
Total	229,361	100.0

Reason for Taking Programme

Programme	Percent Most Important Purpose	Percent Secondary Purposes
Basic education	14.0	19.4
High school diploma or equivalency	9.7	23.9
Occupational training	32.7	20.9
General academic and college subjects	16.1	12.4
Other	5.4	3.8
Not reported	22.1	19.6
Total	100.0	100.0

Source: Imogene E. Okes, op.cit.

appeal to a wide range of students, including adults. Data in Figure H show that almost half of all two-year college students are part time (many of them adults).

Figure H

Full and Part-time Enrolments in Two-year Colleges.
Fall 1965 to Fall 1971 (1)

Year	Full-time Enrolment	Part-time Enrolment	Percent Part-time
1965	671,015	610,501	47.6
1966	792,006	664,157	45.6
1967	886,800	792,056	47.2
1968	1,020,660	888,458	46.5
1969	1,170,482	1,064,187	47.6
1970	1,282,604	1,164,797	47.6
1971	1,387,207	1,299,964	48.4

1) Robert J. Pitchell, Financing Higher Education for Adult Students, American Council on Education, Washington, D.C., 1974, p. 27.

At the same time, as shown in Figure I, more students enrolled at the graduate level were part-time, primarily adults combining education with other activities.

Figure I

Full and Part-time Enrolments in Graduate School,
Fall 1967 to Fall 1972 (1)

Year	Full-time Graduate Enrolments	Part-time Graduate Enrolments	Percent Part-time
1967	450,436	449,529	49.9
1968	471,693	569,469	54.7
1969	364,518	593,579	62.0
1970	379,784	662,077	63.5
1971	389,291	626,069	61.7
1972	394,653	675,293	63.1

1) Ibid, p. 27.

Measurement of adult education activities in colleges and universities has proved to be one of the most difficult measurement tasks in adult education. Record-keeping procedures on large campuses often fail to record significant adult education activities.

Institutions

A survey of college and university adult education was conducted by the National Center for Education Statistics in 1967-68. Figure J shows the number of collegiate institutions reporting adult education activities and the type of credit offered by these institutions for that activity. Three types of credit were utilised in reporting on adult education activities: degree credit (fully creditable towards a college degree), degree credit optional (where under certain circumstances the work may be accepted towards an academic degree), and non-credit.

Figure J

Number and Percent of Colleges and Universities Offering Adult Education Activities and Degree Credit Status of this Work, 1967-68 (1)

Surveyed Institutions	Number	Percent
Total	2,336	100.0
Total respondents	2,202	94.3
Reporting adult education activities	1,223	52.4
Reporting no adult education activities	979	41.9
Reporting adult education activities	1,223	52.4
Reporting only non-credit activities	611	26.2
Reporting only degree-credit optional activities	121	5.2
Reporting both types of activities	491	21.0
Reporting non-credit activities	1,102	47.2
Reporting non-credit activities only	611	26.2
Reporting both types of activities	491	21.0
Not reporting	134	5.7

1) Florence B. Kemp, Non-credit Activities in Institutions of Higher Education Registrations, 1967-68, National Center for Education Statistics, U.S. Office of Education, 1972, p.2.

Typically, adult education work at the college level is offered by a special unit on the campus which may be entitled the Evening College, the Extension Division, or the School of General Studies. Sometimes special schools on the campus, such as the College of Medicine, offer short courses to professionals interested in latest developments in their fields.

Registrations

Of the 5,643,958 registrations in non-credit activities in 1967-68, 86.4 per cent (4,877,297) were in public institutions, as shown in Table 6. Registrations are the sum total of those enrolled in individual classes and, therefore, involve duplicate counting. By far the largest single source of higher adult education was that represented by public universities.

Varied types of instruction methods were used in adult education programmes in colleges and universities, as presented in Table 7.

Occupational Refresher Courses

A major goal of the 1967-68 survey was to identify the role of colleges and universities in helping to update skills and knowledge about specific occupational fields. The data from the survey indicated that 955,786 of the registrations were for occupational refresher activities. Of these about a fifth were in the various fields of health. Details on the numbers enrolled in specific fields are shown in Table 8.

Table 6

ESTIMATED REGISTRATIONS IN NON-CREDIT ACTIVITIES AND NUMBER OF INSTITUTIONS OF HIGHER EDUCATION WITH THOSE ACTIVITIES, BY CONTROL AND LEVEL OF INSTITUTIONS, 1967-68

Level	Number		Percent distribution	
	Registrations	Institutions	Registrations	Institutions
	Publicly and privately controlled			
Total	5,643,958	1,102	100.0	100.0
Universities	4,153,848	146	73.6	13.2
Under 4-year	702,031	534	12.4	48.5
2-year	788,079	422	14.0	38.3
	Publicly controlled			
Total	4,877,297	621	86.4	56.4
Universities	3,754,580	91	66.5	8.3
Other 4-year	390,948	169	6.9	15.3
2-year	731,769	361	13.0	32.8
	Privately controlled			
Total	766,661	481	13.6	43.6
Universities	399,268	55	7.1	5.0
Other 4-year	311,083	365	5.5	33.1
2-year	56,310	61	1.0	5.5

Source: Kemp, op.cit., p.5.

Table 7

ESTIMATED REGISTRATIONS IN NON-CREDIT ACTIVITIES AND NUMBER OF INSTITUTIONS OF HIGHER EDUCATION WITH THOSE ACTIVITIES, BY CONTROL OF INSTITUTION AND TYPE OF INSTRUCTION, 1967-68

Type of Instruction	Registrations			Institutions		
	Total	Public	Private	Total	Public	Private
Total	5,643,958	4,877,297	766,661	1,102	621	481
Classes	811,749	650,246	161,503	665	420	245
Short courses	710,321	605,891	104,430	588	381	207
Conferences, institutes, and/or workshops	2,644,302	2,320,788	323,514	690	398	292
Lecture series	337,389	238,273	99,116	312	193	119
Discussion groups	700,487	671,067	29,420	229	147	82
Correspondence courses	37,197	23,981	13,216	50	36	14
Closed-circuit TV	13,480	11,686	1,794	30	25	5
Broadcast TV	191,191	187,951	3,240	49	42	7
Closed-circuit audio	4,235	2,603	1,632	12	8	4
Broadcast radio	135,115	117,913	17,202	16	11	5
Seminars	25,342	20,546	4,796	55	40	15
Other	33,150	26,352	6,798	59	35	24

Note: Data on institutions are not additive as some institutions use more than one type of instruction.

Source: Kemp, op.cit., p. 13.

Table 8

ESTIMATED REGISTRATIONS IN INSTITUTIONS OF HIGHER EDUCATION WITH NON-CREDIT REFRESHER COURSES IN PROFESSIONAL AND TECHNICAL OCCUPATIONS, BY CONTROL OF INSTITUTION, FIELD, AND NUMBER OF INSTITUTIONS WITH COURSES, 1967-68

Field	Number of registrations			Number of institutions with course in field		
	Total	Control of institution		Total	Control	
		Public	Private		Public	Private
Education	285,672	256,557	29,115	312	200	112
Engineering	84,730	69,368	15,362	156	115	41
Law	77,594	64,592	13,002	63	42	21
Medicine	75,512	55,066	20,446	54	38	16
Management	71,778	55,841	15,937	116	104	62
Natural and physical science	39,482	36,395	3,087	70	47	23
Real estate and insurance	30,269	24,144	6,125	111	74	37
Nursing	27,974	25,170	2,804	106	86	20
Agriculture and forestry	24,278	23,771	507	36	34	2
Theology	22,781	3,547	19,234	96	19	77
Journalism and the arts	21,390	19,625	1,765	56	42	14
Stock market and investments	19,828	17,856	1,972	80	67	13
Dentistry	18,785	13,628	5,157	41	29	12
Secretarial studies	14,893	12,465	2,428	70	54	16
Social work	14,417	12,469	1,948	32	22	10
Pharmacy	13,969	9,623	4,346	48	31	17
Clinical psychology	13,731	12,474	1,257	30	21	9
Accounting	13,127	8,612	4,515	72	44	28
Other (health-related fields)	13,060	11,902	1,158	16	14	2
Finance and banking	9,949	7,700	2,249	58	43	15
Home economics	9,644	7,556	2,088	29	25	4
Library science	6,919	6,217	702	28	19	9
Government	6,271	5,342	929	35	28	7
Veterinary medicine	5,937	5,127	810	21	19	2
Labour union	5,076	3,070	2,006	12	5	7
Hospital administration	4,424	3,397	1,027	39	26	13
Architecture	4,249	3,327	922	20	15	5
Personnel and public relations	3,696	3,380	316	29	24	5
Computer science	3,507	2,487	1,020	36	22	14
Medical technology	3,344	3,056	288	18	14	4
Optometry	2,258	1,097	1,161	14	9	5
Public health	2,053	1,062	991	7	4	3
Other (selected fields)	1,848	1,762	86	13	8	5
Chiropody or podiatry	948	58	890	4	1	3
Occupational and physical therapy	790	390	400	10	7	3
Dental hygiene	787	475	312	16	13	3
Radiologic technology	459	459	-	2	2	-
Osteopathy	357	100	257	4	1	3

Source: Florence B. Kemp, Non-credit Activities in Institutions of Higher Education, 1967-68: Professional and Technical Refresher Courses, pp. 16, 18.

An analysis of the results of this survey suggested that colleges are grossly under-reporting their adult education activities. This is the result of institutions having difficulty interpreting what is meant by adult education and scattered and unco-ordinated record-keeping.

Future surveys of adult education as offered by colleges and universities should be aided by taking a smaller sample of institutions and following them up more carefully. Also, the associations of leaders of adult education in colleges seem vitally interested in more precise measurement in this area and they plan to ask their membership to make a special effort to co-operate in future surveys.

Another source of assistance is the development of the Continuing Education Unit, a new concept for recording participation in adult education.(1) The CEU, as it is called, is defined as:

> Ten contact hours of participation in an organised continuing education experience under responsible sponsorship, capable direction, and qualified instruction.

Thus, one might earn a unit for attending 10 sessions of a class which met for one hour a week for ten weeks. Or one might obtain 2.4 units for attending a workshop which met eight hours a day for three days (24 hours in all). As the CEU is adopted as a record-keeping device by colleges and universities more precise information should be available for colleges and university adult education activities.

The CEU, incidentally, is intended not only for use by colleges and universities but also for measuring employer-sponsored adult education where there is even less of a link to academic measurement than found on campuses.

A 1972-73 survey of their memberships (including most of the largest sources of higher adult education) made by the Association of University Evening Colleges and the National University Extension Association provides some very useful data on the types of courses being studied. All of these are offered at times or under conditions favouring participation by adults. In many cases, however, the courses carry regular credit towards a degree and, thus, are taken by both degree candidates and the type of student generally classed as "adult". Data in Table 9 show that total registrations number 4,591,037 (of which 2,354,312 are in degree credit courses, 344,606 in non-degree credit, and 1,892,119 in non-credit courses). The two largest areas of enrolment education and business and management have clear career implications.

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1) Keith E. Glancy and John A. Rhodes, Jr. The Continuing Education Unit, National University Extension Association (Suite 360, One Dupont Circle, N.W., Washington, DC 20036), 1974, p.3.

Table 9

REGISTRATIONS BY SUBJECT AND TYPE OF CREDIT IN ADULT EDUCATION ACTIVITIES IN AUEC-NUEA MEMBERSHIP COLLEGES AND UNIVERSITIES, 1972-73

Subject	Degree-Credit Registrations	Non-degree Credit Registrations	Non-Credit Registrations	Total Registrations	
				Number	Percent
Total Academic Subject	2,345,312	344,606	1,892,119	4,591,037	100.0
Agri. and Natural Resources	6,563	518	102,951	110,032	2.4
Arch. and Environ. Design	4,157	201	5,956	10,314	0.2
All other Arch. & Environ. Design	2,529	649	5,883	9,061	0.2
Area Studies	4,524	226	5,843	10,593	0.2
Biological Studies	30,477	3,194	14,064	47,735	1.0
All other Biological Studies	31,767	5,214	13,086	50,070	1.1
Business and Management	336,340	40,576	291,257	668,173	14.5
Communications	29,120	1,860	29,220	60,200	1.3
Computer and Informational Science	24,374	4,518	6,863	35,755	0.8
Education	467,384	87,848	204,785	760,017	16.6
Education-Special	50,322	10,138	43,571	104,031	2.3
Engineering	37,145	954	56,536	94,635	2.1
All Other Engineering	36,498	6,050	48,110	90,658	2.0
Fine and Applied Arts	108,041	19,681	141,079	268,801	5.9
Foreign Languages	66,648	2,756	29,264	98,668	2.1
Health Professions	19,663	34,048	158,595	212,306	4.6
Home Economics	21,854	960	33,622	56,436	1.2
Consumer Ed. and Home Management	1,939	228	16,203	18,370	0.4
Law	18,414	44,553	43,428	106,395	2.3
Letters	217,034	10,039	30,798	257,871	5.6
Library Science	19,595	1,124	6,043	26,762	0.6
Mathematics	105,256	5,253	13,033	123,542	2.7
Military Sciences	830	19	2,013	2,862	0.1
Physical Sciences	84,620	4,982	23,490	113,092	2.5
Psychology	154,339	16,403	26,430	197,172	4.3
Public Affairs and Services	32,755	10,245	99,667	142,667	3.1
Social Sciences	371,730	16,707	73,472	461,928	10.1
Civil and Community Affairs	5,374	2,240	104,177	111,791	2.4
Theology	14,051	1,177	30,164	45,392	1.0
Interdisciplinary Studies	17,987	1,408	23,935	42,330	0.9
Other Interdisciplinary Studies	2,738	1,350	86,677	90,765	2.0
Other	30,424	9,484	121,905	161,813	3.5
Total Occupational	76,799	36,243	266,155	379,197	100.0
Business and Commerce	27,142	7,694	52,176	87,012	22.9
Data Processing	3,385	159	1,835	5,379	1.4
Health Service and Paramedical	6,578	4,936	19,563	31,077	8.2
All Other Health Serv. & Paramedical	1,984	247	10,521	12,752	3.4
Mech. and Eng.-Environ. Quality	15	-	3,444	3,459	0.9
All Other Mech. and Enginerring	192	7,915	18,333	26,440	7.0
Natural Science-Environ. Quality	776	97	3,256	4,129	1.1
All Other Natural Sciences	1,134	257	23,079	24,470	6.5
Public Service-Environ. Quality	2,061	-	9,505	11,566	3.1
All Other Public Service	13,176	10,754	68,611	92,541	24.3
Other	20,356	4,184	55,732	80,272	21.1

Note: Percent details may not add up to 100.0 because of rounding.

Source: Association of University Evening Colleges and National University Extension Association, Programmes and Registrations, 1972-73, p. 29.

NON-COLLEGIATE, POST-SECONDARY SCHOOL ADULT EDUCATION

In the last few years, considerable interest has been shown in the activities of non-collegiate post-secondary schools which offer either residence or correspondence training. These schools tend to be proprietary (run for a profit) or organised as a non-profit institution (but generally operated by a single individual). Some of these schools are owned by major corporations and operated as a part of the chain of institutions.

These schools have come into the national spotlight for many reasons. State legislators, in allocating funds for public education, have expressed interest in them to avoid providing public funds for education that duplicates an already existing programme operated under private sponsorship. Recent federal legislation set up statewide planning commissions (known as 1202 commissions after the Act which created them) to develop comprehensive programmes of post-secondary education based upon the total available number of schools in the State and their programmes and capacities.

Several federal agencies have shown a special interest in these schools. The Department of Labor is very much interested in their role in helping to meet the needs for skilled manpower. The Office of Education has recently been authorised to make students in these schools eligible for certain student financial aid programmes. The Federal Trade Commission is drafting new regulations to control the advertising policies of these schools and to provide a well-defined plan for granting refunds to students who withdrew before completing the programme.

By way of background, in contrast to the 2,606 colleges and universities operating in the fall of 1971, there were over four times as many non-collegiate institutions offering occupational programmes.(1) Data on them, as categorised by type of school are shown in Table 10.

The first national survey of the programmes and enrolments at these institutions is now being completed. Pending the results from this survey, a national estimate of 2,000,000 students in these schools may be cited. Of these, it is assumed that approximately 20 per cent (or 400,000) students are adults attending school part time.

The same study is designed to report on enrolments in correspondence schools. While relatively few in number (155 according to the 1971 directory) these tend to serve large numbers of students. Some reported enrolments of 40,000 to 60,000 and an estimated 1,000,000 students were enrolled nationwide. As relatively few of these students were enrolled full-time and most were over 17 hears of age, it is assumed that 80 per cent (or 800,000) were adult education students. By the end of 1974, more precise data should be available on these schools.

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1) Evelyn R. Kay, Directory of Post-secondary Schools with Occupational Programmes, 1971, National Center for Education Statistics, U.S. Office of Education 1973.

Table 10

NUMBER OF POST-SECONDARY SCHOOLS WITH OCCUPATIONAL PROGRAMMES, BY TYPE OF CONTROL OF SCHOOL, 1971

Type of School	Total	Public	Private		
			Proprietary	Independent Non-profit	Religious Groups
Total	10,554	908	8,260	1,056	330
Technical/ Vocational	1,422	561	788	66	7
Technical Institute	362	122	213	27	0
Business/Commercial	1,679	5	1,635	33	6
Cosmetology School	2,443	5	2,435	2	1
Flight School	1,880	3	1,862	15	0
Trade School	1,082	54	913	114	1
Correspondence School	155	0	152	2	1
Hospital School	1,266	118	55	779	314
Other	265	40	207	18	0

Source: Unpublished data collected as a part of the development of the Directory of Post-secondary Schools with Occupational Programmes, 1971, National Center for Education Statistics, U.S. Office of Education.

COMMUNITY ORGANISATION-SPONSORED ADULT EDUCATION

A survey of a national sample of 4,584 non-profit community organisations was made in the spring of 1972 to develop national estimates of the numbers of these organisations offering adult education programmes and the scope and characteristics of their efforts.(1)

A major technical problem related to this project was the development of the universe from which the sample would be drawn. The sample was eventually drawn from lists which came from two sources. The first was a national list of tax-exempt organisations maintained by the U.S. Department of the Treasury as a part of the work of the Internal Revenue Service. The second was the development of a master list of non-profit agencies in 50 selected geographical areas. These ranged from the large New York City metropolitan area to a rural county in

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1) Evelyn R. Kay, Adult Education in Community Organisations, National Center for Education Statistics, U.S. Office of Education, 1974.

Missouri. The main source used to locate agencies was the local telephone book which was checked for possible agencies, using a set of key words generally found in titles.

Details on the types of programmes offered by organisations (Table 11) show that the most frequently offered courses were in the areas of religion, personal and family living, community issues, and sports and recreation. Considerably fewer activities deal with general education and occupational training.

For analysis purposes, these non-profit, community agencies were classed into six groups. The definitions of these groups and the number of persons whom they serve is as follows:

1. Churches, which were defined to include synagogues and other places of worship, accounted for 50,480 (75 per cent) of the 66,770 community organisations with adult education activities and served 3,614,000 persons (32.9 per cent).
2. Religious organisations other than churches, estimated at 3,310 provided adult education for 474,000 persons. This group included church headquarters organisations, councils of churches, church federations, and organisations with close links to the church. The Salvation Army and certain youth centres, schools, homes for the aged, and home health agencies were also included. However, if the latter organisations reported broad programmes of a community nature (other than religious instruction), it was listed as a civic, social service, or other type of organisation.
3. Y's (1) and Red Cross Chapters, which play a significant role in adult education activities, provide such activities for 3,050,000 persons in an estimated 3,360 installations.
4. Civic organisations, totalling 3,730 and providing adult education activities for more than 1,175,000 adults, included neighbourhood centres, senior citizens groups, and such community-oriented groups as taxpayers associations, civil liberties groups, and other groups concerned with community issues and betterment.
5. Social service organisations were estimated at 4,350, with 2,285,000 participants. This group comprised social welfare organisations and health-oriented groups, such as the American Cancer Society, vocational rehabilitation organisations, and alcoholism councils.

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1) Y's included the Young Men's Christian Association (YMCA), Young Women's Christian Association (YWCA), Young Men's Hebrew Association (YMHA), and Young Women's Hebrew Association (YWHA).

Table 11

COURSES, REGISTRATIONS, AND RATIOS FOR ADULT EDUCATION ACTIVITIES OF COMMUNITY ORGANISATIONS, 1972

Detailed type of course	Organisations offering courses	Courses offered	Registrations (000's)	Courses per organisation	Registrations per course	Registrations per organisation
Total	66,770	321,040	14,214	4.8	44.3	212.9
General education	5,640	18,410	472	3.3	25.6	83.8
Adult basic	3,080	8,380	213	2.7	25.4	69.1
Americanisation	490	1,100	76	2.2	68.9	154.7
H.S., G.E.D., or college subject	1,890	4,340	116	2.3	26.8	61.5
Other general education	1,640	4,590	67	2.8	14.7	41.1
Occupational training	5,000	17,500	796	3.5	45.6	159.5
Professional, business, and sales	2,240	7,360	498	3.3	67.7	222.5
Skilled, semi-skilled, and service	1,650	5,840	178	3.5	30.5	108.1
Other occupational	1,700	4,300	120	2.5	28.1	71.0
Religion	46,590	130,220	4,252	2.8	32.6	91.3
Community issues	NA	50,320	4,443	NA	88.3	NA
Civic and public affairs	6,680	13,740	486	2.1	35.4	72.8
Safety and survival	3,600	28,620	2,697	8.0	94.2	749.2
Other community issues	3,870	7,960	1,260	2.1	158.4	325.6
Personal and family living	24,380	66,040	2,934	2.7	44.4	120.3
Home and family living	13,550	22,130	1,452	1.6	65.6	107.2
Personal development	13,560	34,650	1,200	2.6	34.6	88.5
Other personal and family	4,490	9,260	282	2.1	30.4	62.8
Sports and recreation	5,190	35,080	1,124	6.8	32.0	216.6
Hobbies and recreation	4,510	24,460	746	5.5	30.5	165.4
Sports lessons	1,670	10,620	378	6.4	35.6	226.4
Miscellaneous	1,390	3,470	193	2.5	55.6	138.8

Note: Data on organisations are not additive because of overlapping offerings. Community issues totals are not additive because of overlapping offerings.

Source: Kay, op.cit., p. 12.

6. Cultural organisations, totalling 1,540 and offering adult education activities to 370,000 participants, included social and literary societies, civic theatre groups, and symphony societies, as well as "miscellaneous" organisations which, on the basis of information available, could not be classified in any other group.

For the purposes of this survey, a course was defined as an organised curriculum of three hours or more presented on a regular or systematic basis during the 12-month survey period. If the same course was repeated more than once during the year or presented to seperate groups, it was listed as one course. Based upon information from this study, it is estimated that 66,700 community organisations offer adult education programmes. They offer a total of 321,040 courses with a total registration of 14,214,000. The average number of courses per organisation was five, the average number of registrations per organisation was 213, and the average number of registrations per course was 44.

Institutions were asked to report on the length of the courses which they offered, in total hours as shown in Figure K. The longest courses tended to be those providing occupational skills and adult basic education. The shortest were in the areas of community issues and personal and family living.

Figure K

Length of Adult Education Courses Offered by Community Organisations, 1972

Length (in hours)	Percent
3-4	13.7
5-19	50.6
20-49	17.2
50-149	13.3
150 or more	5.2
Total	100.0

A series of questions asked about age (median 38.3), sex (57.9 per cent female), membership required to take courses (7.5 per cent said "Yes"), and whether students must pay a fee to take a course (16.7 per cent said "Yes"). Details on the responses to these questions appear in Table 12.

Three types of teachers were involved in the educational programmes of community agencies. Teachers could be persons specifically hired for that purpose, administrators already employed by the

Table 12

AGE AND SEX OF PARTICIPANTS AND MEMBERSHIP STATUS, STUDENT FEES AND OUTSIDE FUNDING IN ADULT EDUCATION PROGRAMMES SPONSORED BY COMMUNITY ORGANISATIONS, BY TYPE OF ORGANISATION, 1972

Selected Characteristics	Type of Organisation						
	All	Churches	Other Religious	Y's and Red Cross	Civic Groups	Social Service	Cultural and Other
Total participants (numbers in thousands)	10,968	3,614	474	3,050	1,175	2,285	370
Percent of participants classified by age:							
Under 17	6.0	2.2	2.1	14.3	4.0	2.8	6.8
17-34	37.5	27.4	36.9	46.3	38.2	39.2	58.8
35-54	39.5	44.0	45.3	31.2	36.2	47.0	24.5
55 years and over	17.0	26.3	15.7	8.2	21.6	11.0	9.9
Median age (in years)	38.3	44.2	39.8	30.8	39.3	38.4	30.3
Percent of participants classified by sex:							
Males	42.2	37.9	36.5	49.2	52.4	34.5	50.2
Females	57.8	62.1	63.5	50.8	47.6	65.5	49.8
Males per hundred females	73	61	57	97	110	54	101
Percent requiring membership for participation	7.5	3.4	9.9	26.2	28.7	9.7	35.6
Percent charging fees to take courses	16.7	12.1	33.8	36.3	23.3	26.6	46.4
Percent with contract or other outside funding to operate course	9.1	3.6	26.9	7.1	34.9	35.8	16.1

Note: Percent details may not add up to 100.0 because of rounding.

Source: Key, op.cit.

who taught part-time or outsiders who taught the courses on a part-time basis. Details of these three categories and other key relationships such as whether paid or work on a volunteer basis are shown in Table 13.

EMPLOYER TRAINING ADULT EDUCATION

Probably the most difficult area of measurement in adult education deals with programmes operated by employers. Few firms or agencies keep records on this activity and many individuals fail to recall it if they are asked to report on their participation in adult education.

Private Industry

Lack of adequate data on adult education as offered by private industry is a severe handicap because it is very likely that the largest single source of adult education may be occupational training and job skill acquisition programmes offered by business organisations.

This was confirmed by a Presidential task force in 1967 which concluded:(1)

> "The most serious informational gap encountered by the task force is the lack of comprehensive, up-to-date, aggregate data on the nature and scope of training in private industry. The available national training studies, while useful in providing a general understanding of the configuration of training in the private and public sectors, need to be updated, improved technically and made more comprehensive. Specifically, the government should conduct a survey or series of training programmes in private industry. These studies should provide detailed information on enrolments in, and completions of, training programmes, by occupation, industry and type of training and on the characteristics of trainees."

Employers are involved with education in two major ways. The first is through payment of tuition for employees taking courses through schools and colleges. A study by the National Industrial Conference Board indicated that among 200 organisations (some of which were in Canada, 155 of them had a tuition aid plan through

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1) *A Government Commitment to Occupational Training in Industry: Report of the Task Force on Occupational Training in Industry*, (Washington, DC, August 1968).

Table 13

TEACHING STAFF IN COMMUNITY ORGANISATIONS WITH ADULT EDUCATION PROGRAMMES, BY PAY STATUS AND TYPE OF ACTIVITY, 1972

Type of Activity	Organisations				Pay status of teaching staff						Teaching staff per organisation	
	Number reporting		Percent of total		Number			Percent				
	Paid	Volunteer	Paid	Volunteer	Total	Paid	Volunteer	Total	Paid	Volunteer	Paid	Volunteer
Total teaching staff	43,070	47,950	65.6	73.0	654,100	143,200	510,900	100.0	100.0	100.0	3.3	10.6
Full-time staff total	38,240	8,460	58.2	12.9	14,600	78,500	63,100	21.6	54.8	12.3	2.0	7.5
Main activity is teaching	10,800	3,400	16.4	5.2	5,100	25,000	25,200	7.8	18.1	4.9	2.4	7.4
Teaches part-time	31,560	6,230	48.1	9.5	90,500	52,600	37,900	13.8	36.7	7.4	1.7	6.1
Part-time staff total	13,070	43,100	19.9	65.7	512,500	64,700	447,800	78.3	45.2	87.7	5.0	10.4
Regularly emplyed as teachers elsewhere	5,490	22,630	8.4	34.5	122,500	17,200	105,300	18.7	12.0	20.6	3.1	4.7
Regularly employed in non-teaching position	7,740	32,130	11.8	48.9	236,900	27,800	209,100	36.2	19.4	40.9	3.6	6.5
No other regular employment	3,110	26,200	4.7	39.9	125,200	13,300	111,900	19.1	9.2	21.9	4.3	4.3
Other	1,890	1,790	2.9	2.7	27,900	6,400	21,500	4.3	4.5	4.2	3.4	12.0

Note: Data on organisations are not additive because some reported more than one type of staff. Percents for organisations are based upon total number in the reporting category.

Source: Kay, op.cit., p.23.

which 193,156 employees were aided (5.3 per cent of their total number of employees).(1) In the most active firm in this survey, 46.7 per cent of the employees used this plan.

A second method by which employees are involved is the result of agreements reached during collective bargaining sessions with unions. In 1969, a Bureau of Labor Statistics study indicated that 334 of 1,823 major collective bargaining agreements contained training, retraining, and tuition aid provisions.(2) Details are shown in Figure L.

Figure L

Tuition Aid and On-the-job Training Provisions of Collective Bargaining Contracts, 1969

Occupational Group	Total with Training or Retraining Provisions	With Tuition Aid	With On-the-job Training
		Number	Number
All occupational groups	344	52	245
Plant (blue-collar)	281	36	197
White-collar	94	22	76
Professional	41	13	31
Clerical	65	17	50
Sales	21	2	20

Note: Data are non-additive because an agreement may cover retraining, tuition aid, or on-the-job training. Not included were 70 agreements which agreed on training, in principle, by deferred actual determination of the method of training.

The American Federation of Labour-Congress of Industrial Organisations operates its own Labour Studies Centre, now in its fifth year of operation. It trains labour leaders at all levels, not only in the skills necessary for a union leader but also in the broader problems of the social sciences and the humanities. The Centre soon will move to permanent quarters offering classrooms, dormitories, and eating facilities.

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1) J. Roger O'Meara, Employee Tuition Aid Plans, National Industrial Conference Board, 1970, p. 93.

2) U.S. Department of Labor, Major Collective Bargaining Agreements: Training and Retraining Provisions, 1969, p. 8.

Education

As might be expected, professional teachers are themselves often students. Many reasons motivate teachers to study: career advancement possibility or mandatory requirements for continued profession refresher. Some teachers seek to change fields while others seek general education. A 1970-71 study made by the National Education Association shows 1,259,882 teachers (61 per cent of the 2,062,000) took some form of study during the preceding three years. The mean number of semester hours earned was nine (roughly the equivalent of 144 hours of classroom activity plus outside preparation time). Details for 1965-66 and 1970-71 are shown in Table 14. This includes both activities sponsored by employers and those where the initiative was taken by the participating teacher. College and universities have begun to offer so many courses for professional advancement that a special directory of development opportunities is published annually.(1)

Federal Government

As the largest single employer in the United States, it is only natural that the Federal Government would also be one of the largest trainers of adults. In fiscal year 1973 (July 1972-June 1973),(2) almost a million government employees received some training - either through their own agency, through another agency, or under contract with an outside organisation. Support for these programmes varies ranging from released time to take part in the activities, to providing training personnel on the staff of agencies, or to paying fees and other costs in connection with training from non-governmental sources.

Details on the number of persons trained, and the trends, over a six-year period are shown in Table 15.

The training sources utilised are shown in Figure M.(3)

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1) A Guide to Professional Development Opportunities for College and University Administrators, Academy for Educational Development, Management Division, 437 Madison Avenue, New York, New York, 10022.

2) As the term "fiscal year" will be cited with reference to certain federal programmes, it should be made clear that this is for the year ending June 30th. Thus fiscal year (sometimes referred to as "FY") 1972 is the year which ended 30th June 1972.

3) U.S. Civil Service Commission, Employee Training in the Federal Service, FY 1973, p. 8.

Table 14

PARTICIPATION IN PROFESSIONAL GROWTH ACTIVITIES BY PUBLIC SCHOOL TEACHERS, FOR THREE YEARS PRECEDING 1965-66 AND 1970-71

Activity During Past Three Years	1965-66		1970-71	
	Number of Participants	Percent of All Teachers	Number of Participants	Percent of All Teachers
Total number of teachers	1,710,000	100.0	2,062,000	100.0
Total reporting any type of College Study	1,201,000	70.2	1,259,000	61.1
University Extension Courses	561,000	32.8	672,000	32.6
College Courses on Campus:				
Education Courses	602,000	35.2	828,000	40.1
Other than Education	593,000	34.7	538,000	26.1
Summer School:				
Education Courses	607,000	35.5	626,000	30.4
Other than Education	569,000	33.3	443,000	21.5
Workshop Sponsored by School System:				
During School Year	1,006,000	58.8	1,208,000	58.6
During Summer	359,000	21.0	422,000	20.5
Activities Sponsored by Professional Association	751,000	43.9	505,000	24.5
Mean number of semester hours earned				Hours 9

Source: National Education Association, American Public School Teacher, 1965-66 and Status of the American Public School Teacher, 1970-71.

Table 15

PARTICIPATION BY FEDERAL EMPLOYEES IN TRAINING SPONSORED BY FEDERAL AGENCIES, FISCAL YEARS 1967, 1972, AND 1973 AND PERCENT CHANGE, 1967 TO 1973

Agency	FY 1967	FY 1972	FY 1973	Percent Change FY 1967-1973
Total	933,457	945,730	958,617	2.7
Agency for International Development	1,093	-	3,214	194.1
Agriculture	57,996	59,848	59,623	2.8
Air Force	145,069	98,669	89,373	-38.4
Army	204,599	178,925	177,818	-13.1
Atomic Energy	9,485	4,081	4,273	55.0
Civil Service	1,352	2,879	3,625	168.1
Commerce	9,974	14,349	15,258	53.0
Defence (Other)	36,760	40,784	49,053	33.4
District of Columbia Government	8,322	31,674	28,353	240.7
Environmental Protection	-	3,462	4,163	-
Equal Employment	-	579	1,106	-
General Accounting	1,281	4,430	5,792	352.2
General Services	8,216	18,715	17,736	115.9
Health, Education, & Welfare	37,955	54,783	68,225	79.8
Housing and Urban Development	4,311	8,850	6,947	61.2
Interior	48,327	35,526	34,990	-27.6
Justice	13,327	25,596	28,170	111.4
Labour	4,590	9,895	8,336	81.6
Library of Congress	504	1,477	3,133	521.6
National Aeronautical	32,629	17,507	19,014	-41.7
Navy	140,876	122,852	109,539	-22.2
Panama Canal	12,112	3,754	4,908	-59.5
Selective Service	1,651	10,665	6,351	284.7
Small Business	4,051	1,387	1,224	-69.8
Smithsonian Institution	541	489	1,500	177.3
State	1,601	2,176	2,260	41.2
Transportation	36,053	45,558	39,537	9.7
Treasury	66,231	79,532	97,386	47.0
Veterans Administration	40,189	56,459	60,649	50.9
All Others (16 agencies)	4,362	10,829	7,061	96.7

Source: U.S. Civil Service Commission, op.cit., p. 1.

Figure M

Number Trained and Percent of Total Federal Government Job Training Activities by Source Utilized, 1972-73

Training	Number	Percent of Total
Own agency	677,840	70.7
Another agency	97,760	10.2
Non-government	183,107	19.1
Total	958,617	100.0

FEDERAL ADULT EDUCATION PROGRAMMES

No one federal agency is concerned with adult education. Rather, a number provide support for it through a variety of programmes. In the 1960s, Congress passed more than 20 major pieces of legislation in support of adult education. Those included the following:

Adult Education Act of 1966, which provided funds for basic education.

State Technical Services Act, which assisted States with the continuing education of scientists, engineers, technical personnel and business administrators.

Older Americans Act, which provided support for training older citizens for careers in the later years of their life.

Manpower Training and Development Act, which provided occupational training programmes for the unemployed and under-employed. Now, specialized programmes under this programme have been replaced by the Comprehensive Manpower and Training Act which permits local communities to determine how federal funds will be used to provide job training and continuing education.

Bureau of Indian Affairs legislation, which provided job training for Indians interested in relocating from reservations to urban areas which have jobs.

Higher Education Act of 1965, which provided funds to help colleges and universities expand their services to the community through community development and extension programmes.

War on Poverty, which by contract with business firms to offer job training helped develop a new source of adult education.

Altogether, over 200 programmes can be identified. By agency operating the programmes, details appear in the Appendix. While statistics are available on each of these programmes, their magnitude and the different definitions make any summation impossible. Results from a few of them, however, help to reflect the scope of adult education in the United States with federal support.

Adult Basic Education

A major national concern has been the literacy of citizens, both those native born who lacked a sound education to permit personal and career growth and those who immigrated recently to the United States. Over 52,000,000 persons over 18 years of age in the United States and outlying areas have less than a high school diploma.

Closely related is concern over educational discrepancies by race or ethnic group. Details in Figure N show the years of school completed by various groups, 12 years being the equivalent of a high school graduate.

Figure N (1)

Median School Years Completed by Race and Sex, 1940-1970, for Persons 25 and Older

Census Year	Total		White		Black		Spanish heritage	
	Male	Female	Male	Female	Male	Female	Male	Female
1970	12.1	12.1	12.1	12.1	9.4	10.0	9.9	9.4
1960	10.3	10.7	10.7	11.2	7.7	8.4	NA	NA
1950	9.0	9.6	9.3	10.0	6.4	7.1	NA	NA
1940	8.6	8.7	8.7	8.8	5.4	6.1	NA	NA

1) National Advisory Council on Adult Education, Annual Report, 1974, p. 15.

Providing basic education (up to the 12th-grade level of competence) has been a major goal of federally-supported adult basic education programmes. It offers to persons aged 16 years and older the opportunity to overcome English language difficulties and attainment of competence in reading, writing, and computational skills. Programmes are operated by each of the States and other geographical areas, and federal support is augmented by funds from the States.

Over 820,000 persons were trained in 1972 through the adult basic education programme. Details are shown in Table 16 for that year and for the four prior years. While not shown in this Table, 323,800 (39.5 per cent) of the 820,514 participants were from minority groups.

Table 16

SELECTED STATISTICS ON ADULT BASIC EDUCATION PROGRAMMES, FISCAL YEARS, 1968-72

Item	Total	Fiscal Year				
		1972	1971	1970	1969	1968
		In thousands of dollars				
Source of funds:						
Total	259,550	67,036	56,856	50,453	46,294	38,911
Federal funds	193,809	50,338	41,534	37,992	34,608	29,337
State and local	65,741	16,698	15,322	12,461	11,686	9,574
		Number				
Enrolments:						
Total	3,017,405	820,514	620,922	535,613	584,626	455,730
		Percent				
Sex of enrollees:						
Total	-	100	100	100	100	100
Male	-	44	44	43	44	45
Female	-	56	56	57	56	55
Age group:						
Total	-	100	100	100	100	100
18 - 24	-	34	30	26	24	21
25 - 34	-	27	27	27	26	26
35 - 44	-	19	21	24	25	25
45 - 54	-	12	13	13	15	16
55 - 64	-	5	6	7	7	8
65 and over	-	3	3	3	3	4

Source: Nicholas A. Osso, Adult Basic Education Program Statistics, 1971-72, National Center for Education Statistics, U.S. Office of Education, 1974, p.12.

In addition to programmes directly providing services to adults, federal funds are used to provide pre-service training and in-service refresher programmes for adult basic education personnel. In 1972, over $3 million was used to help train 23,600 teachers, teacher trainers, counsellors, paraprofessionals, and administrators. Funds also supported special experimental projects designed to demonstrate and develop successful innovative practices in this area. In 1972, $7 million permitted the operation of 90 experimental projects in adult basic education.

Locations of adult basic education programmes indicates the variety of resources used in this area as shown in Figure 0. Percentages are based upon sites used by 806,515 students, not the number of classes.

Figure O

Location of Adult Basic Education Classes, 1972 (1)

Location	Percent	
School Buildings:		
Elementary/Junior high schools	26.9	
Secondary schools	22.2	
Colleges/technical institutes	5.8	
Sub-total school buildings		54.9
Other Buildings:		
Learning centres	19.1	
Correctional institutions	8.4	
Hospitals	2.0	
Work sites	2.1	
Other	13.5	
Sub-total other buildings		45.1
Total		100.0

1) Nicholas A. Osso, op.cit., p. 20.

Department of Agriculture Co-operative Extension Service

Developed in 1914 to help farmers and their families learn the latest developments from the field of research and science, the Co-operative Extension Service is operated by various State universities providing training in agriculture and uses extension agents located in each of 3,150 counties and cities. While the Co-operative Extension Service is primarily identified with rural America, in recent years some funded services have been provided to serve selected urban residents. Programmes are operated in the broad areas of agriculture, natural resources and environment, home economics, youth programmes, and community resource development.(1)

In Federal Year 1973 the Service expended $385 million through its co-operating State universities. Because of the informal non-credit nature of the programme, no current precise enrolment counts are available. Attendance is counted, not registrants, and counts are based upon days of participation. Thus, a husband and wife taking a three-day workshop would be counted as six contacts.

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1) The Co-operative Extension Service, U.S. Department of Agriculture, Washington D.C., 1974.

No national summary is prepared, but in 1968 these contacts were reported:(1)

Field trials, tests, demonstrations	386,302
Consultations providing information	219,471
Meetings to train local leaders	191,695
Meetings at which extension workers presented information	966,288
Radio broadcasts	945,539
Television broadcasts	52,853

Adult Vocational Education

Since 1916, federal funds have helped to provide vocational training for youths and adults. Enrolments in these programmes by level of student involved were as follows in 1972-73:

Secondary students	7,353,962
Post-secondary students	1,349,731
Adult students	5,368,752

When categorised by type of occupation studied, and whether in a preparatory, supplemental (regular for adults), or apprenticeship programme, the results are shown in Table 17. While using a different data source, information on the percentage of the trainees who are female gives some indication of the sharp distinctions, by sex, in adult enrolments in vocational education programmes.

Manpower Programmes

The Federal Government, primarily through its Department of Labor, sponsors a number of programmes to help out-of-school adults who are unemployed, under-employed, or dissatisfied with their present career status.

In 1972-73, new enrolments in federally-assisted work and training programmes totalled 2,885,000, of which 672,000 were in programmes for youths and 2,213,000 in programmes for adults.(3) A wide variety of programmes are offered, of which two may be cited as illustrative.

The Work Incentive Program is designed to provide job training for welfare receipients. All are adults and most have serious deficiencies in basic education, job skills training, or both. In 1972-73, 354,000 persons participated in the programme which emphasizes

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1) *Annual Statistical Report, 1968: State and County Extension Workers Federal Extension Service, 1969*.

2) *Vocational Education: Summary Data, Fiscal Year 1973*, U.S. Office of Education. Bureau of Occupational and Adult Education, 1974, p. 1.

3) *Manpower Report of the President, 1974*, Manpower Administration, U.S. Department of Labor, 1974, p. 49.

Table 17

ENROLMENT IN FEDERALLY-AIDED ADULT VOCATIONAL EDUCATION PROGRAMMES, BY FIELD OF STUDY AND BY SEX OF PARTICIPANTS, 1972-73

Programme	Level of Instruction (1)			Percent Female (2)
	Preparatory	Supplemental	Apprenticeship	
Grand Total (unduplicated)	595,329	2,596,258	177,165	67.1
Agriculture	6,937	258,455	580	7.8
Distribution	73,845	255,228	286	60.7
Health	43,708	108,758	401	95.7
Home Economics - Gainful	28,160	72,257	341	93.5
Office	189,553	328,351	1,990	92.4
Technical	24,922	97,653	1,751	34.6
Trades and Industry	185,377	864,731	172,785	13.8
Home Economics - Homemaking	37,797	622,865	20	97.2
Special Programmes	24,553	15,209	14	-

Note: Numbers are not additive because some overlapping between fields occurs.

1) Vocational Education: Summary Data, Fiscal Year 1973, U.S. Office of Education, Bureau of Occupational and Adult Education, 1974, p. 1.

2) Nicholas A. Osso, Vocational Education: Characteristics of Students and Staff, 1972, National Centre for Education Statistics, U.S. Office of Education, 1974, p. 77.

on-the-job training on a paid position.(1) Of 65,200 participants who had been continuously employed for 90 days by 30th June 1973, 53 per cent had reached income levels which moved them off welfare rolls.

The Public Employment Program provides transitional public service jobs for unemployed and under-employed individuals through which they acquire both job skills and work attitudes which foster permanent employment. Jobs are with State and local governments (including Indian tribal councils) and are financed by federal funds. Between August 1971 and June 1973, over 404,000 persons were employed/trained through this programme.(2) Of these, 74 per cent were men, 41 per cent were from minority groups, and three-quarters had less than a high school education.

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1) Manpower Report of the President, p. 132.

2) Ibid, p. 153.

Other Federal Programmes

A number of other federal agencies sponsor programmes which offer education or job training for adults. Illustrative are programmes operated by the Bureau of Indian Affairs and the Bureau of Prisons.

The Bureau of Indian Affairs provides basic adult education to American Indians aged 18 years or over residing on or near reservations and who are at least one-quarter Indian blood. In the 1971-72 year around 10,000 participated in this programme.(1) In the same year on-the-job skills training was provided for an estimated 4,000 Indians.(2)

The Bureau of Prisons of the Department of Justice funded basic education training for an estimated 16,000 persons in 1971-72.(3)

TRAINING ADULT EDUCATORS

Along with statistics on the participation of adults as learners, information has also been collected on the training of professionals who will administer or teach in these programmes. These are the full-time employees of adult education programmes who may teach themselves but often supervise or direct the work of part-time paid teachers or voluntary workers in adult education programmes.

In 1970-71, a study of college and university programmes which train professional adult educators was made and it was learned that these programmes are offered by 61 institutions of which nine lead to the bachelor's degree, 59 to the master's degree, and 38 to the doctor's degree. Some institutions are counted more than once because they offer work at two or three levels.

Altogether, these schools were training 2,968 prospective adult educators in 1970-71. That the field has grown very rapidly in recent years can be seen in the fact that since these institutions first began to award degrees they had produced a cumulative total of 4,453 graduates. To this total must be added an unknown figure from 12 of the 61 institutions which were unable to report the number of degrees ever awarded in adult education.(4)

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1) Federal Activities in Support of Adult Education, National Advisory Council on Adult Education, 1972, p. 47.

2) Ibid, p. 50.

3) Ibid, p. 52.

4) William S. Griffith and Gilles H. Cloutier, College and University Degree Programs for the Preparation of Professional Adult Educators, 1970-71, National Center for Educational Statistics, U.S. Office of Education, 1974.

FINANCING ADULT EDUCATION

Many sources contribute to the financing of adult education including support from schools and colleges, federal agencies, employers, philanthropic foundations, community agencies and churches, as well as fees paid by individual students. Costs for adult education often are merged with other expenses, such as the amount spent on upkeep of a college campus or public school building. For this reason, no definitive estimate of the total expenditures on adult education is possible. However, some information is available which helps set the perimeters of the cost of adult education.

Two kinds of financing information are available. The first is the varied sources used by students to meet fees which they must pay. The second is the range of programmes funded by institutions which sponsor them. Here, the only reliable national data come from the programmes which receive federal financial support.

The majority of the participants in adult education (54.6 per cent) finance their own activities. Details appear on Table 18 which shows how sources of funds vary by type of organisation which offers the adult education.

Two recent studies have commented on the apparent discrimination shown by colleges against adult education students. One study reported that 66.9 per cent of the colleges surveyed charged more for part-time students than for full-time students.(1) The other study found that 34 per cent of 1,178 colleges and universities studied made no financial aid available to part-time students.(2) It also reported that when a group of potential students were asked why they might not take adult education activities, among 25 possibilities given, the cost of taking the programme was cited by 53.0 per cent.(3) This was the most frequently cited obstacle to participation.

At the institutional level, the most complete source of funding which may be identified comes from the Federal Government. Reliable national data are not available on other major sources of funds but they merit citation in this context. These include funds appropriated by State legislators to support adult education programmes operated by State colleges and universities - often through the Extension Service of institutions. State funds also are used to match certain federal monies to support adult education. Private colleges and universities traditionally underwrite some of the costs for all programmes, including adult education, from endowment fund income and current gifts.

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1) Pitchell, op.cit., p. 40.

2) Commission on Non-traditional Study, Diversity of Design, Jossey-Bass Publishing Company, 1973, p. 27.

3) Ibid.

Table 18

FINANCIAL SOURCES USED BY STUDENTS TO PAY FOR ADULT EDUCATION, BY TYPE OF SPONSOR OR ADMINISTRATOR, 1972

Source	Total	Public Grade/ High	2-yr. college or tech. institute	Private Vocational Business School	4-yr. college/ university	Employer	Labour or Professional Association
Self or Family	8,597	1,435	1,722	902	2,428	154	304
Employer	4,076	73	296	175	677	2,337	359
Public Funding	2,835	695	592	305	386	120	60
Private Organisation	1,161	15	31	25	107	33	171
Other	725	44	75	29	119	26	50
Don't Know	200	27	21	6	13	16	21
NA	160	22	27	8	15	26	7
Total Participants	15,734	2,200	2,561	1,393	3,367	2,613	71
Source				Percents			
Self or Family	54.6	65.2	67.2	64.7	72.1	5.9	34.9
Employer	25.9	3.3	11.5	12.6	20.1	89.4	41.3
Public Funding	18.0	31.6	23.1	21.9	11.5	4.6	6.9
Private Organisation	7.4	0.7	1.2	1.8	3.2	1.3	19.6
Other	4.6	2.0	2.9	2.1	3.5	1.0	5.7
Don't Know	1.3	1.2	0.8	0.4	0.4	0.6	2.4
NA	1.0	1.0	1.0	0.6	0.4	1.0	0.9

Note: Percents do not add up to 100 because of multiple responses.

Source: Okes, Participation in Adult Education, 1972.

Public school systems use a portion of their funds to provide educational opportunities for adults. Private non-profit community agencies including churches, employer organisations, trade and labour associations all provide some financial support for adult education. Eventually, the concern for accountability and measurement may lead to a definitive national estimate of the total cost of adult education in the United States, but no such estimate may be made today.

While federal funding of adult education programmes is only a portion of the total expenditures in this area, information on it is particularly important because it is large. The most comprehensive study made of the 53 federal programmes funding adult education, the 31 related library and media programmes, and 16 public employee training programmes was done by the National Advisory Council on Adult Education in 1972. Information from this study is cited in Table 19. Based upon information for federal fiscal year 1971, the total for adult education programmes alone was $1,523,144,098. With the library and public employee training included, the total was $3,377,029,098.

Most of these federal programmes require some matching funds from the States or other participating institutions. For example, for every federal dollar provided by the Agriculture Department for the Co-operative Extension Service, $1.38 is provided by co-operating State, local, and other agencies.(1) The importance of the matching dollars is shown in figures which indicate that the federal cost per adult vocational education trainee for one year in the public schools (where State and local funds account for most of the expenditures) is $64.49. By contrast the federal cost per Manpower Development Training Administration trainee (where the Federal Government pays most of the cost) is $2,028,74.(2) MDTA participants do receive a living allowance during their training period and this is included in the average cited.

At the present time, several proposals for financing education for adults have been made by national study groups, task forces, or individuals. While none of the proposals is near the point where it is either generally accepted or likely to be adopted in the near future, the proposals were significant as reflections of possible financial patterns in the future.

One group has recommended a "Universal Bill of Education Rights". This would grant to each citizen vouchers or dollar credits for education which might be used at any point during one's lifetime. Some might use this to complete graduate work in a professional field.

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1) Pitchell, op.cit., p. 76.

2) Project Baseline, Learning a Living Across the Nation, 1971-72, pp. 145, 303.

Table 19

FEDERAL AGENCY GRANTS FOR ADULT EDUCATION ACTIVITIES, FISCAL YEAR 1971

Agency	Fiscal Year 1971 Appropriations for Adult Education and Training	
Agency Administering Programmes	Appropriations for Adult Education and Training	Education Goals
A. Adult Education and Training Programmes		
Appalachian Regional Development Commission	$ 1,304,000	Below college level adult remedial and library programmes
Office of Economic Opportunity	$ 43,636,082	Job training, adult education
Agriculture Department	$154,672,000	Adult basic, homemaking, and consumer education
Defense Department	$ 46,654,000	High school equivalency, job skill development, and tuition assistance
Health, Education, and Welfare Department	$ 35,980,016 (Adult)	Adult basic education and teacher preparation
Same	$ 87,100,000 (Library)	Library services for adults
Same	$ 15,679,000 (Vocational)	Job skills training
Same	$ 4,624,000 (Soc. Rehab)	Rehabilitation training. Adult basic education and community development
Housing and Urban Development Department	$ 12,602,000	
Indian Affairs Bureau	$ 35,243,000	Adult basic and vocational training
Justice Department	$ 3,333,000	Adult basic and job training in prisons
Labor Department	$ 64,697,000	Manpower training services
Transportation Department	$ 187,000 (Coast Guard)	Adult basic education
Veterans Administration	$463,896,000	Below college level educational and living expenses
Other	$ 3,577,000	
Sub-total	$1,523,144,098	
B. Libraries, Technical and Information Services (all agencies)	$1,340,035,000	
C. Training of Public Employees (all agencies)	$ 513,850,000	
Grand Total	$3,377,029,098	

Source: Federal Activities in Support of Adult Education, National Advisory Council on Adult Education, 1972, pp. 10-13.

Others might use their vouchers or credits to finance a programme developing a job skill needed for immediate employment. The vouchers or credits might be used for training immediately upon the completion of high school, saved for use in later life as a possible means of job retraining, or some combination of these two. Use of this credit for education in mid-career could, of course, require some restructuring of employer policies regarding leaves of absence.

Other proposals would provide for direct financial grants for adult students, with priority going to those who are economically disadvantaged. To the extent that sponsoring agencies may provide less financial support for adult education students than for other students, several sources recommend that this distinction be eliminated immediately.

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Appendix

FEDERALLY FINANCED PROGRAMMES SUPPORTING ADULT EDUCATION AND COMMUNITY SERVICE PROGRAMMES (1)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Child Development - Headstart

Drug Abuse Prevention

University Community Service - Grants to States

Civil Rights Technical Assistance and Training

Educationally Deprived Children - Local Educational Agencies (Title)

Educationally Deprived Children - State Administration

Educational Classroom Personnel Training - Teacher Training and Development Institute

Adult Education - Grants to States (Teacher Training)

Adult Education - Special Projects

Adult Education - Teacher Education

Educational Classroom Personnel Training - Special Education

Educational Personnel Training Grants - Career Opportunities (Career Opportunities Programme)

Educational Research Training

Educational Staff Training - School Personnel Utilisation

Educationally Deprived Children - Handicapped

Fulbright-Hays Training Grants - Faculty Research Abroad

Handicapped Physical Education and Recreation Training

Handicapped Teacher Education

Higher Education Personnel Development - Institutes and Short-term Training

Library Training Grants

Pre-school, Elementary, and Secondary Personnel Development - Grants to States

Teacher Corps - Operations and Training

Training of Teacher Trainers (Triple T. Programme)

Vocational Education - Basic Grants to States

Vocational Education - Consumer and Homemaking

Vocational Education Personnel Development Awards

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1) National Advisory Council on Extension and Continuing Education, A Measure of Success: Federal Support for Continuing Education, p. 98.

Vocational Education Personnel Development
Professional Personnel Development for States

Educational Personnel Development - Urban/Rural School Development

Teacher Training in Developing Institutions

Educational Personnel Development - Media Specialists

Educational Personnel Development - Pupil Personnel Specialists

Educational Personnel Development - Educational Leadership

Educational Staff Training - Volunteers in Education (VIE)

Environmental Education

Educational Broadcasting Facilities

Emergency Health - Community Preparedness

Regional Medical Programmes - Operations and Planning Grants

Occupational Health Training Grants

Occupational Health Special Fellowships

Disease Control - Training Public Health Workers

Comprehensive Health Planning - Training, Studies, and Demonstrations

Health Services Research and Development - Fellowships and Training

Health Statistics Training and Technical Assistance

Maternal and Child Health Training

Mental Health Fellowships

Mental Health Scientific Communications and Public Education

Mental Health Training Grants

Mental Health - Community Assistance Grants for Comprehensive Alcoholism Services

Family Planning Services - Training Grants

Allied Health Professions Special Project Grants

Professional Nurse Traineeships (Nurse Traineeships, Traineeships for Professional Nurses)

Nurse Training Improvement - Special Projects

Special Predoctoral and Postdoctoral Fellowships in Nursing Research

Nurse Scientist Graduate Training Grants

Nursing Scholarships

Professional Public Health Personnel - Traineeships

Animal Resources - Fellowships

Animal Resources - Training Grants

Schools of Public Health - Grants

Cancer - Graduate Training

Family Medicine - Training Grants (Family Medicine)

Health Professions Teaching Personnel - Training, Traineeships, and Fellowships

Allergy and Infectious Diseases - Fellowships and Research Career Development Awards

Allied Health Professions - Traineeship Grants for Advanced Training

Arthritis and Metabolic Diseases - Fellowships

Cancer - Clinical Training

Cancer - Research Fellowships

Cancer - Research Career Development

Child Health and Human Development - Fellowships
Child Health and Human Development - Training Grants
Dental Auxiliary Utilisation Training Grants
Dental Health Continuing Education Training Grants
Dental Research - Fellowships
Dental Research - Training Grants
Environmental Health Science - Fellowships
Environmental Health Sciences - Training Grants
Eye Research - Fellowships
Eye Research - Training Grants
General Medical Sciences - Fellowships
General Medical Sciences - Training Grants
Graduate Training in Public Health - Project Grants
Health Professions - Scholarships
Heart and Lung Research - Fellowships
Heart and Lung Research - Graduate Training Grants
Medical Library Assistance - Training Grants (Health Communications Specialist Training)
Neurological Diseases and Stroke - Fellowships (Special Traineeships, Postdoctoral Research Fellowships, and Research Career Development Awards)
Neurological Diseases and Stroke - Graduate Training Grants
Public Assistance - State and Local Training
Youth Development and Delinquency Prevention
New Careers in Vocational Rehabilitation
New Career Opportunities for the Handicapped
Child Welfare Training
Rehabilitation Services and Facilities - Special Projects
Development Disabilities - Demonstration Facilities and Training
Developmental Disabilities - Special Projects
Comprehensive Social and Rehabilitation Training (Manpower Development and Training)
Aging - Special Support Projects (Aging Programmes)

NATIONAL SCIENCE FOUNDATION

Short Courses for College Teachers
Summer Institutes for College Teachers
Fellowships and Traineeship Programme (Graduate Fellowships, and Graduate Traineeships in Science)
Pre-College Instructional Personnel Development (Academic Year, In-Service and Summer Institutes and Short Courses)
Pre-College Instructional Programme Development (Co-operative College-School Science Projects; Course Content Improvement Projects)
Scientific Conference Grants
Undergraduate Instructional Personnel Development (College Teacher Programmes: Summer Institutes and Short Courses)

Undergraduate Instructional Programme Development (Science Course Improvement Programme, College Science Improvement Programme, Pre-service Teacher Education Development Programme, Undergraduate Instructional Scientific Equipment Programme)

Intergovernmental Science Programmes

Public Understanding of Science Programme

Academic Year Institutes for Secondary School Teachers

Summer Institutes and Short Courses for Secondary School Teachers

In-service Institute for Secondary School Teachers

Co-operative College-School Science Programme

Co-operative Projects for Two-year Colleges

ATOMIC ENERGY COMMISSION

Nuclear Education and Training - Faculty Research Participation

Nuclear Education and Training - Faculty-Student Conferences

Nuclear Education and Training - Faculty-Student Experiments

Nuclear Education and Training - Faculty Training Institutes (Summer Institutes)

Nuclear Education and Training - Faculty Workshops (Workshops)

Nuclear Education and Training - Laboratory Graduate Participants (Lab-Grad Participation)

Nuclear Education and Training - Medical Radioisotope Courses

Nuclear Education and Training - Mobile Radioisotope Laboratory

Nuclear Education and Training - Nuclear Medical Technology Course

Nuclear Education and Training - Radioisotope Techniques Training Courses

Radiation Control - Training Assistance and Advisory Counselling

Nuclear Materials Safeguards Training (Safeguards Training)

Uranium Industry Workshops (Workshops)

NATIONAL FOUNDATION ON THE ARTS AND THE HUMANITIES

Promotion of the Arts - Education

Promotion of the Humanities - Fellowships and Summer Stipends for Younger Humanists

Promotion of the Humanities - Public Programmes

Promotion of the Humanities - Senior Fellowships

Promotion of the Humanities - Fellowships for Guided Study in Selected Fields

Promotion of the Humanities - Fellowships for Junior College Teachers

Promotion of the Humanities - Fellowships for the Professions

Promotion of the Humanities - Education Planning and Development

Promotion of the Humanities - Education Projects

Promotion of the Humanities - Museum Personnel Development

Promotion of the Humanities - Regional Projects

DEPARTMENT OF JUSTICE

Law Enforcement Assistance - Narcotics and Dangerous Drugs Training

Public Education on Drug Abuse - Technical Assistance

Law Enforcement Assistance - FBI Advanced Police Training (FBI National Academy)

Law Enforcement Assistance - FBI Field Police Training (FBI Field Police Training)

Law Enforcement Assistance - Improving and Strengthening Law Enforcement (Safe Streets, Crime Control)

Law Enforcement Assistance - Technical Assistance (Safe Streets, Crime Control)

Law Enforcement Research and Development - Project Grants

Law Enforcement Research and Development - Visiting Fellowships

Law Enforcement Education Programme - Student Financial Aid (LEEP)

Law Enforcement Assistance - Educational Development

Law Enforcement Assistance - Training

ENVIRONMENTAL PROTECTION AGENCY

Water Pollution Control - State and Inter-State Programme Grants

Water Quality and Pollution Control - Orientation and Training Seminars

Water Pollution Control - State and Local Manpower Development

Water Pollution Control - Direct Training

Solid Waste Technical Assistance, Training, and Information Services

Solid Waste Training Grants

Radiation Training Grants

Air Pollution Control - Technical Training

Air Pollution Manpower Training Grants

DEPARTMENT OF THE INTERIOR

Indian Agricultural Extension

Indian Community Development

Indian Industrial and Tourism Development and On-the-job Training

Mine Health and Safety Education and Training

Water Resources Research - Assistance to States for Institutes (Annual Allotment Programme)

Water Resources Research - Matching Grants to State Institutes (Matching Grant Programme)

Co-operative Research Programme

DEPARTMENT OF DEFENCE

Civil Defence - Staff College (Student Expense Programme (SEP))
Civil Defence - University Extension
Civil Defence - Education (Personal and Family Survival)
Civil Defence - Architect/Engineer Faculty Development
Civil Defence - Architect/Engineer Professional Development

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

Community Development Training Grants
Model Cities Supplementary Grants
Comprehensive Planning Assistance
Urban Planning Research and Demonstration

PRESIDENT'S COUNCIL ON PHYSICAL FITNESS AND SPORTS

Physical Fitness Clinics (President's Council Fitness Clinics)
Physical Fitness Demonstration Centre Schools
Physical Fitness Programme Development
Health-Exercise Symposia

VETERANS ADMINISTRATION

Education and Training of Health Personnel
Veterans Educational Assistance (GI Bill)
Vocational Rehabilitation for Disabled Veterans (Vocational Rehabilitation)
War Orphans and Widows Educational Assistance

OFFICE OF ECONOMIC OPPORTUNITY

Drug Rehabilitation
Legal Services
Comprehensive Health Services (Neighbourhood Health Centre)

DEPARTMENT OF THE TREASURY

Alcohol, Tobacco, and Firearms
Tax Information and Education
Secret Service - Training Activities

SMITHSONIAN INSTITUTION

Academic Appointments (Higher Education and Research Training Programmes)

Educational Services - Elementary and Secondary Education (School Services)

Woodrow Wilson International Centre for Scholars Fellowships and Guest Scholar Programmes

DEPARTMENT OF LABOUR

Public Service Careers

Public Employment Programme (REP)

Technology Mobilisation and Re-employment (TMRP Scientist's and Engineer's Programme)

Manpower Development and Training - Institutional Training (MDTA Institutional)

CIVIL SERVICE COMMISSION

Training Assistance to State and Local Governments

Intergovernmental Personnel Grants

SMALL BUSINESS ADMINISTRATION

Management Assistance to Small Business

Management and Technical Assistance for Disadvantaged Businessmen - Research and Demonstration Grants

DEPARTMENT OF TRANSPORTATION

Aviation Education

Urban Mass Transportation Grants for University Research and Training (URT Programme)

DEPARTMENT OF COMMERCE

Sea Grant Support

Minority Business Enterprise - Co-ordination and Technical Assistance (OMBE)

TENNESSEE VALLEY AUTHORITY

Fertilizer Development
Agriculture Development in the Tennessee Valley

DEPARTMENT OF AGRICULTURE

Co-operative Extension Service

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

Space Science Education Project (Spacemobile)

NATIONAL GALLERY OF ART

National Gallery of Art Extension Service

X

PROPOSALS FOR A STATISTICAL PROGRAMME

by

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INTRODUCTION

The concept of continuing education to society is gaining ever-wider recognition in Canada. Evidence of this trend is seen in increased enrolments in part-time courses in universities and colleges and booming registrations for the evening programmes offered by school boards. The education community has obviously shared this recognition and it has responded by increasing the breadth and variety of the programmes being made available.

Continuing education as an integral part of the total educational activity of Canadians has received ample acknowledgment in recent studies of educational objectives and methods:

> Report of the Royal Commission of Inquiry on Education in the Province of Quebec, Chapter IX, Vol. 2 - "We believe that adult education and the organisation of leisure activities have acquired special importance in today's society". (Recommendations - 173-180) - 1964.
>
> Education and Youth, Report of the Royal Commission for the Province of Newfoundland and Labrador, Chapter X, Vol. 2 - "Because knowledge and technology have expanded so much in the past decade and because life is becoming more complex socially, politically, economically and morally, education must be thought of as a **lifelong process**".(Recommendations 108, 110, 112, 123, 126) - 1968.
>
> The Learning Society, Report of the Commission on Post-Secondary Education in Ontario - "... continuing and adult education and training should be given a central place in the post-secondary system". "Lifetime learning within a society of greater leisure and increasing complexity is not a frill but a necessity." - 1972.
>
> A Choice of Futures, Report of the Commission on Educational Planning in the Province of Alberta. "Today, lifelong learning is primarily a matter of individual choice or occupational necessity. Tomorrow, it must be an experience available to all." - 1972.
>
> Similar themes are evident in international reports:
>
> Learning to Be: The World of Education Today and Tomorrow
>
> Report of the International Commission for the Development of Education to UNESCO. "Lifelong education should be the

keystone of all educational policies in the years ahead, in industrially-developed as well as developing countries" - 1972.

Recurrent Education: A Strategy for Lifelong Learning. A report by the Centre for Educational Research and Innovation to OECD - "(Education should be distributed over the life-span of the individual in a recurring way)" - 1973.

Duncan D. Campbell describes this phenomenon as follows: "Presently in Canada, the re-examination of education generally and of higher education in particular, the growth of new agencies devoted to continuing education, and the expanded interest of business and industry, suggest that the concept of lifelong learning has now gained broad acceptance."(1)

Certainly, the preceding would suggest that the field of continuing education is entering upon an era of unprecedented growth. As evidenced to date, participation in these activities will be by people from all walks of life and there will be a multitude of public and private agencies and organisations developing programmes in an attempt to satisfy the demand. To bring order to the process and to permit meaningful plans and strategies to be formulated at the national, provincial and local level, it will be necessary to have comprehensive, meaningful and up-to-date information available.

The purpose of this report, therefore, is to identify some strategies for providing such information. It is primarily designed to identify a methodology for obtaining data to satisfy needs at the national level, but it may serve as a minimum data base for provincial and local planning agencies to which additional data elements could be added as required. Although it is certain that information needs for planning purposes would include, inter alia, finance, facilities and staff statistics, this report is limited to considerations of enrolment and programme statistics only.

The following sections, therefore, attempt to describe previous data collection attempts, to formulate a plan for data collection in the future, to propose an organisation for reviewing the validity of the programme and for planning future modifications as required. In addition, a section is attached which sets out for consideration a classification system for continuing education programmes and a glossary of terms and their definitions.

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1) Taking the Tide at the Flood, Education Canada, Vol. 13, No. 3, September 1973.

HISTORY OF DATA COLLECTION AT THE NATIONAL LEVEL

In June 1958, a survey of sponsors of adult education programmes was initiated by Statistics Canada. This survey was conducted annually for eight years and results were published in an annual publication, Survey of Adult Education, catalogue number 81-207. Very briefly, this survey was designed to collect data on enrolment by type of course in credit and non-credit courses, in public lectures and film series and in other adult education activities, as well as on number of staff and on finances. It was directed at universities, colleges, federal and provincial government agencies, public libraries, business colleges and trade schools. However, in spite of the variety of information collected, only enrolment data were published.

This survey was discontinued after 1965, but was reactivated, in part, in 1969. The more recent survey was designed principally to collect data on extension programmes, but the coverage was limited initially to formal educational institutions. As a result, the survey was directed to school boards in June 1969; however, universities and community colleges were added to the survey in 1970 and 1971 respectively. At present this survey provides information as a base for identifying trends relating to extension activities in formal educational institutions.

Part-time credit activities, on which information was taken from part of the earlier survey, are now identified through individualised student information systems. Data from the university student information system, for example, provide material for the study of individual characteristics of participants in these activities as well as information on enrolments by course and subject field, formerly the only information available.

In addition, three surveys designed to study organised training in industry have been conducted since 1960. Results of the first two surveys appear in catalogue 81-539, "Organised Training in Four Industry Groups". The most recent survey was conducted in 1970, and data appear in catalogue No. 81-555, "Training in Industry, 1969-70".

The only other attempt by Statistics Canada to provide information on adult education activity in Canada was a labour force supplemental survey in June 1960. That survey was conducted by interview and was designed to identify every respondent's adult education activity classified by sponsor, type of course, and level of education. The results of the survey permitted a number of conclusions to be drawn about the Canadian population with respect to these activities and were subsequently published in "Participants in Further Education in Canada", catalogue 81-522, 1963.

This brief history of the involvement of Statistics Canada in providing data about continuing education shows that attempts have been rather meagre. At a time when the field is undergoing rapid growth and change, it is impossible to present even one meaningful time series in spite of the fact that it has been 14 years since the first attempt to measure this phenomenon in the population.

INHERENT SURVEY PROBLEMS

Education statistics of the regular school systems have been collected, processed, analysed and quoted in planning reports by numerous government agencies and by individuals and organisations for many years. This is not the case for adult education where, in most cases, little or no information exists. This, no doubt, reflects to some extent a lack of interest in the subject, which might in turn be attributed, at least in part, to the problems that confronted prospective researchers.

The most obvious difficulty is one of definition: "What activities should be classified as adult education?". The range of selection is enormous and if extended could include almost all human endeavour. However, more restrictive definitions still leave a multitude of educational programmes, of methodologies for presenting information and of sponsors which create special problems for surveying.

The general lack of information that is recorded about these programmes by the sponsoring agencies is an even greater problem that hinders any attempt at surveying in the field. Certainly this situation is changing rapidly at present, but the problem will remain at the national level if no attempt is made to delineate information needs before record systems are created by individual sponsors across the country.

Finally, as in any research area where examples or guidelines for collecting data are almost non-existent, heavy reliance will have to be placed on trial and error methods.

DEVELOPMENT OF A NATIONAL INFORMATION SYSTEM

(Continuing Education Enrolments and Programmes)

Objectives

A. To describe the nature and scope of continuing education programmes in Canada.
B. To determine the extent of involvement of Canadians in continuing education programmes.
C. To investigate factors influencing participation and non-participation.

D. To assess the immediate educational plans of adults for the coming year.

E. To assess the impact of continuing education programmes on the individual.

F. To establish time series and educational indices to permit identification of trends which will measure the effect of changing strategies in the field; for examining regional characteristics and variations; and for providing a base for meaningful projections of resource requirements.

Development

To satisfy the above objectives, given the survey problems referred to in the preceding section, will be no easy task. Existing student information systems, which are designed to record a maximum amount of data on individual students as they progress through a structured programme, cannot be easily applied in the field of continuing education. It is also impossible to concentrate a student information system in one specific area or with one agency because programmes and instructional techniques can vary so much between agencies. Any attempt to universally apply information obtained in this manner would be subject to severe criticism.

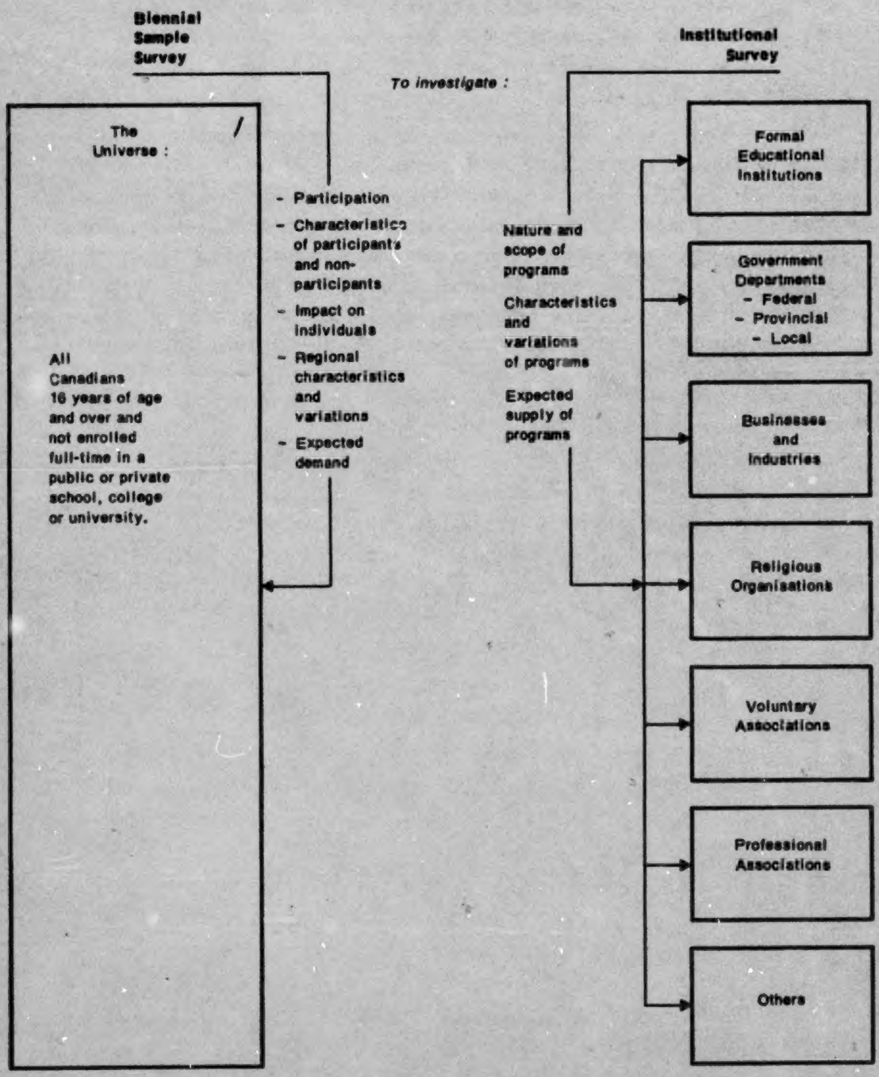
It is, therefore, proposed that a national information system for continuing education be composed, first, of an annual or periodic survey to describe the nature and scope of continuing education programmes in Canada - (objective A). This survey would have to be directed to every sponsor and be designed to obtain an accounting of enrolments and programmes. Secondly, it is proposed that a biennial sample survey of the Canadian population be conducted to determine individual participation and factors influencing participation, and to assess the impact of the programmes (objective B, C, D, E). Characteristics of the student population obtained from this sample survey could be applied to the actual enrolments obtained from the institutional surveys to provide detailed time series for the identification of trends.

Procedure

Following are the development procedures for the information system.

1. Define continuing education activities which are to comprise the system. (See Appendix A).
2. Establish a complete register or directory of agencies offering continuing education activities.

PROPOSED CONTINUING EDUCATION PROGRAM


Biennial Sample Survey
To investigate :
Institutional Survey
The Universe :
All Canadians 16 years of age and over and not enrolled full-time in a public or private school, college or university.
- Participation
- Characteristics of participants and non-participants
- Impact on individuals
- Regional characteristics and variations
- Expected demand
Nature and scope of programs
Characteristics and variations of programs
Expected supply of programs
Formal Educational Institutions
Government Departments
- Federal
- Provincial
- Local
Businesses and Industries
Religious Organisations
Voluntary Associations
Professional Associations
Others

3. Delineate data items for each survey.
   a) Accounting System of Programmes and Enrolments (See Appendix B).
   b) Biennial Sample Survey of the Population (See Appendix C).
4. Design survey methodologies and instruments and schedule the implementation.
5. Create the organisation for initial planning, review and evaluation of the system.

Need for Consultation

It is imperative with an undertaking of this magnitude that initial planning identify all the prospective needs for data from the system to ensure adequate consideration during the preparation stages. It is equally important that adequate mechanisms for consultations be established for an on-going review such that future developments and needs can be anticipated and requisite changes and modifications can be made. To this end, it is suggested that a programme of consultation be initiated with representatives from interested agencies across the country.

Appendix A

CLASSIFICATIONS AND DEFINITIONS

1. THE CONTINUING EDUCATION FIELD

The term "Continuing Education" has a variety of meanings to educators and there is no universally accepted definition. At one extreme, it can encompass almost all human endeavour, while other definitions, which attempt to be more specific, generally highlight one or more aspects of educational activity over a very wide spectrum.

It is obvious, of course, that any definition of the term must also include a definition of "Education", and reference to the factors which uniquely identify that portion referred to as "Continuing". However, although the theorist may stop at this point, the statistician must go further and express the definition in terms of measurable phenomena and then append an operational definition in the light of alternatives for data collection.

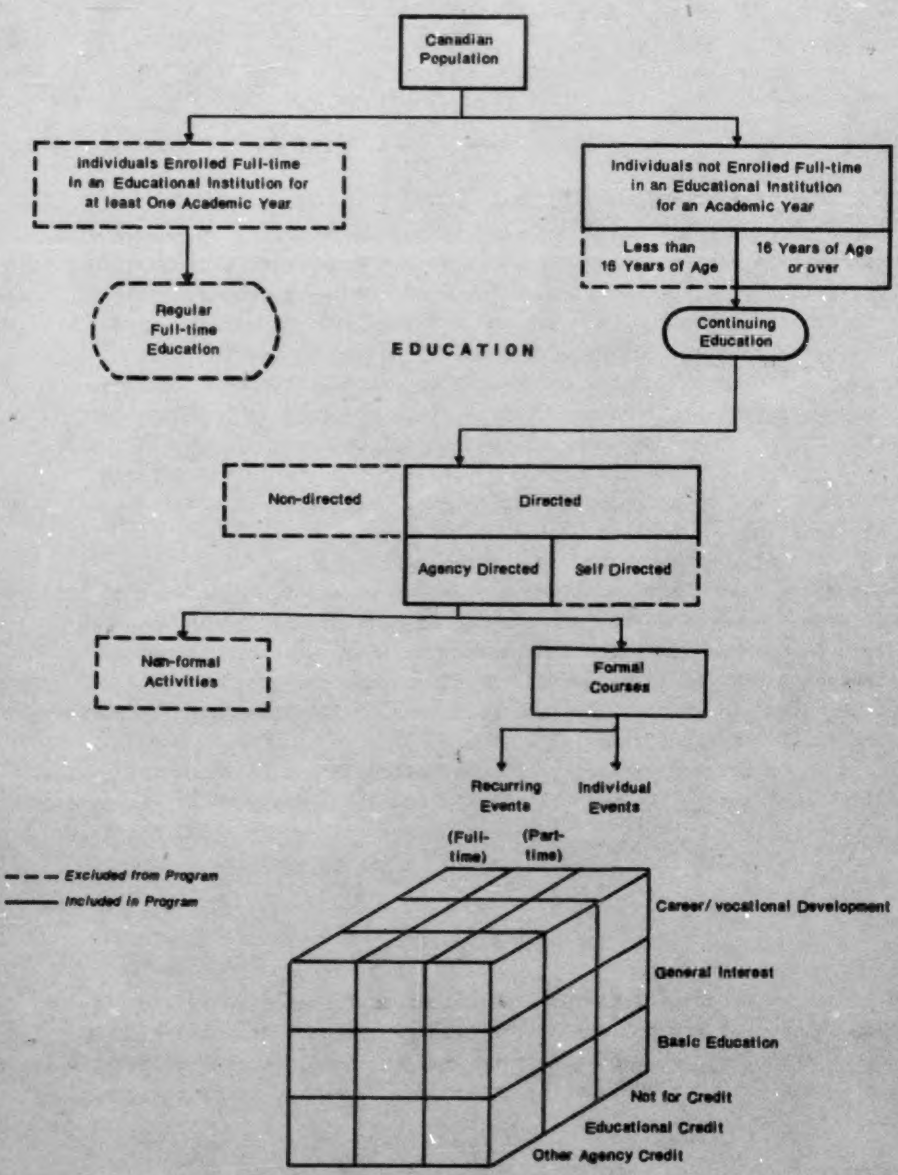
The following, therefore, is not an attempt to satisfy the theorist, but rather to define one aspect of continuing education that is deemed measurable for the purpose of identifying trends which relate to changing policies and strategies in the field. It is not intended in any way to downgrade the educational importance of those continuing education activities which are excluded by definition from the statistical programme.

To assist the reader, the aspect of education to which the statistical programme will apply is identified in three ways: First, it is displayed in a schematic; it is then derived through a definition of terms; and, finally, it is described by way of example.

2. DEFINITIONS

The statistical programme is directed at one aspect of continuing education, but for the purpose of this report and cognisant of the other areas of the field that have been excluded, it will be referred to as the Continuing Education Programme. The area of investigation will be limited to:

STATISTICAL PROGRAM FOR CONTINUING EDUCATION


Canadian Population
Individuals Enrolled Full-time in an Educational Institution for at least One Academic Year
Individuals not Enrolled Full-time in an Educational Institution for an Academic Year
Less than 16 Years of Age
16 Years of Age or over
Regular Full-time Education
EDUCATION
Continuing Education
Non-directed
Directed
Agency Directed
Self Directed
Non-formal Activities
Formal Courses
Recurring Events
Individual Events
(Full-time)
(Part-time)
Career/vocational Development
General Interest
Basic Education
Not for Credit
Educational Credit
Other Agency Credit
Excluded from Program
Included in Program

learning experiences of individuals, who are 16 years of age and over and who are not enrolled full-time for a complete academic year, that occur through formal courses provided by agencies in society.

One academic year - The normal length of the school year (i.e. approximately 200 days in elementary-secondary schools, 30 to 40 weeks in colleges, 6 months or more in universities). For schools on quarter or semester systems, therefore, the equivalent would be at least 2 quarters or 2 semesters.

For this programme:

Continuing Education - Education of/for individuals who are not enrolled full-time for at least one academic year at a time in a regular school, college or university and who are 16 years of age and over.

Directed Continuing Education - Conscious effort to translate experience into a learning event.

Exclude - Non-directed Continuing Education - Incidental learning that occurs from nearly all experiences in everyday life.

Agency-directed Continuing Education - learning through activities which are provided by agencies in society and which are structured learning situations specifically designed to help individuals learn.

Exclude - Self-directed Continuing Education - Individual attempts to satisfy learning needs through their own unassisted educational activities (i.e. conversation, watching television, reading, etc.).

Formal Courses - Those agency-directed activities which include organised instruction presented systematically for given intervals or periods of time.

Exclude - Non-formal Activities - Those agency-directed activities which do not include organised instruction presented systematically but where a setting has been structured so that the probability of learning is enhanced. (Art galleries, museums, libraries, educational television - usually characterised by general attendance or target audiences as opposed to registration).

SCHEDULE

Recurring Events - Those formal courses which involve instruction for more than one meeting of one or two hours. (i.e. a full-day, class hour per day, per week, etc.)

Part-time Recurring - Involves an individual in a structured learning activity that is subsidiary and in addition to his normal full-time responsibility as a member of society. This may involve a few hours at a time over an extended period or many hours at once for a short period.

Full-time Recurring - Consists of structured learning situations in which an adult participates on a full-time basis for a considerable period of time but less than an academic year. In this case, participation in a planned educational activity is a temporary substitute for the normal full-time responsibilities of the adult.

Individual Events - Those formal courses which involve instruction for only a one- or two-hour period. (Public lectures, debates, film showing.)

RATIONALE

Career/vocational Development - Courses designed for up-dating skills or knowledge (refresher) and/or for acquiring new skills and theory in a specific profession or vocation. These courses may or may not be recognised as credit towards a certificate or diploma of an Extension Department or of a professional association or other organisation.

General Interest - Courses for personal development, for utilisation of leisure time, or of interest to the community.

Basic Education - Academic preparatory courses which may or may not be applied for elementary-secondary credit, such as: Department of Manpower courses in Basic Training and Skill Development (BTSD): language courses for new Canadians; regular academic courses in mathematics, history, geography, chemistry, etc.

ACCREDITATION

Educational Credit - Continuing Education which is recognised by formal educational institutions (universities, colleges, school boards) as credit towards their regular degrees, diplomas and certificates).

Other Agency Credit - Continuing Education which is recognised by other agencies such as professional associations, employers, etc., as credit towards their training programmes, certification schemes, etc.

Non-Credit - Continuing Education which is not recognised by any agency or is not obtained by the individual for the purpose of accreditation.

3. EXAMPLES

INCLUDED in the National Information System for the field of Continuing Education	EXCLUDED from the National Information System for the field of Continuing Education
1. Courses, workshops, seminars and lectures, taken part-time during weekdays, evenings or weekends, such as: a) programmes of school boards, colleges and universities; b) lessons (music, golf) from tutors; c) clinics for coaches; d) hobby related courses - classes for animal trainers - gardening, homemaking, etc. e) language training; f) programmes of special interest groups, voluntary associations, churches, professional associations, etc. - baby care from Mothercraft - yoga from YMCA 2. Courses, workshops, seminars, etc. taken full or part-time from employers: government agencies, businesses, industries, etc. a) in-service training; b) vestibule training; 3. Short duration courses (less than an academic year) taken full-time at a public or private school, college or university a) apprenticeship training; b) short courses in management, accountancy, computer science, etc. c) Canada manpower training programmes. 4. Correspondence courses	1. Basic full-time elementary, secondary, trade and post-secondary education. 2. Non-directed education: 3. Self-directed education. a) reading; b) conversation; c) watching television. 4. Non-formal activities: a) art exhibitions; b) museum displays; c) activities of the performing arts; d) recreational activities with no instructional or limited instruction content: - keep fit classes - special interest groups (bridge, square dancing) 5. Training-on-the-job. 6. Annual conventions, conferences of associations, organisations, interest groups.

Appendix B

ANNUAL ACCOUNTING SYSTEM OF PROGRAMMES AND ENROLMENTS

Objective A - To describe the nature and scope of continuing education programmes in Canada.

Data Elements

Programmes - 1. Course or activity title (or subject if not evident from title)

2. Discipline or field of training:

   Primary industries
   Natural Sciences
   Commercial/Business Administration/Management
   Education
   Engineering and Applied Sciences
   Fine, Performing and Applied Arts
   Medical and Para-Medical Programmes
   Household Sciences and Family Studies
   Humanities
   Mathematics and Computer Science
   Social Sciences
   Tranportation and Communication
   Trade and Vocational (not elsewhere classified)
   Special programmes for the handicapped
   Unclassified

3. Type of course/activity

   Formal courses: Basic education, General interest
   Career/vocational development

4. Instructional method - Individual, Group, Mass media

5. Course Fee

6. Duration of course in hours/or days

7. Number of classes (different groups of individuals to which the course is presented)

Enrolments 8. Total enrolments for each course/activity (or attendance for large assembly activities where registration does not take place).

Appendix C

BIENNIAL SAMPLE SURVEY OF THE POPULATION

Objective B - To determine the amount of participation in Continuing Education programmes.

Data Elements - For each individual

1. Courses and activities attended over the last year classified by title (and subject if not evident from title).

For each course or activity:

2. Agency offering the course.
3. Whether agency is individual's employer or not.
4. Course schedule (time of day, week, year).
5. Length of course in hours.
6. Number of hours attended.
7. Whether or not course completed.
8. Reason for leaving prior to completion, if applicable.

Objective C - To investigate factors influencing participation and non-participation.

Demographic characteristics:

9. Sex.
10. Age.
11. Marital Status.
12. Size of family.
13. Mother tongue.

Socio-economic Status:

14. Employment status.
15. Occupation.
16. Current employer.
17. Education level.
18. Gross annual income.

Personal Motivation:

19. Reason for taking course(s).
20. Type of accreditation sought, if any.
21. Agency/organisation providing accreditation.
22. Reason for not taking courses.

Other factors:

23. Course fee.
24. Availability of subsidisation and support.
25. Knowledge of sources.

Objective D - To assess the impact of Continuing Education on the individual.

26. Rate courses and activities for goal satisfaction.
27. Plans for courses and activities in the future.
28. Importance of Continuing Education:
    a) in present occupation;
    b) for retirement or use of leisure time.

Other 29. Address to permit geographical analyses.

Appendix D

1975 SURVEY OF EDUCATIONAL ACTIVITIES OF ADULTS

To determine current patterns of participation and anticipated demand for educational activities

We are interested in finding out whether Canadians participate or expect to participate, and how frequently, in educational courses and activities offered by any agency or organisation in the country. We are only interested in responses from individuals who are 16 years of age or over and, if this is the case, your co-operation in filling out this questionnaire would be very much appreciated.

INSTRUCTIONS

a) Answer all applicable questions.

b) Mail response to Statistics Canada. A return envelope is enclosed for this purpose.

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1. GEOGRAPHIC LOCATION: Selected items.
2. SEX: Male
   Female
3. YEAR OF BIRTH
4. MARITAL STATUS: Single, divorced, widowed or separated
   Married
5. Number of family members living in this household. (Include husband, wife, sons, daughters, adopted and foster children, step-children and wards, other relatives).
   a) Over 14 years of age:
   0, 1, 2, 3, 4, 5 or more.
   b) 14 years of age or less:
   0, 1, 2, 3, 4, 5 or more.

6. Mother tongue - Language first spoken and still understood.

English
French
German
Italian

Other, please specify ____________

7. What was the highest level of formal education you completed?

No high school
Some high school
High school completed
Post-secondary:

Some university or college
University or college diploma or certificate
University degree(s)

8. In the period 30th September 1974 to the present, were you enrolled full-time in an educational institution (public or private school, college or university) for the complete academic year (or at least 2 quarters or 2 semesters)?

Yes Go to Q. 9
No Go to Q.11

9. If yes -

Are you on leave from an employer to whom you will be returning?

Yes
No

10. Do you plan to take a summer school course this year?

Yes)
No) Go to Q.17

11. Current employment status:

Working full-time (including housewife) .... 1 Go to Q.12
Working part-time .... 2 Go to Q.12
Unemployed .... 3 Go to Q.15

12. Present occupation (check one box only)

Housewife (check and proceed to question 15) 01
Managerial or administrative 02
Teacher 03
Other professional (engineer, lawyer, etc.) 04
Technician or semi-professional (registered nurse, civil technology) 05
Sales and personal service occupations 06
Secretarial and clerical 07

Maintenance, repair and other servicing	08
Labourer including farmer	09
Other	10

13. Your current gross annual salary

1	2	3	4	5	6
Less than $3000	$3000 to $5999	$6000 to $8999	$9000 to $11999	$12000 to $14999	$15000 or more

14. Current employer

Self-employed or with professional firm	01
Hospital or clinic	02
Regional school board	03
CEGEP or similar institution	04
University	05
Other service industries .... (including business and financial institutions)	06
Primary or secondary industry	07
Voluntary organisation, co-operative, labour union	08
Government (except teaching)	09
Other	10

15. Have you taken any educational course during the past year where you received organised instruction presented systematically for a given period or periods of time?

Such as: Adult education courses of school boards, university and college programmes for part-time students or training programmes offered by your employer.

Full-time trade courses of less than one year in duration.

Manpower training programmes.

General interest courses offered by individuals (music, dancing, etc.)

Courses offered by commercial firms, industries, professional associations.

Correspondence courses.

Courses through the media - television, radio, etc.

One-day, week-end or short courses, institutes, workshops, etc.

Yes .... Go to Q.16
No .... Go to Q.17

16. If yes, describe all such courses in which you participated since 1st July 1974.

16.1 Title or subject of the course - started in Summer 1974
- started in Fall 1974
- started in Winter 1975
- started in Spring 1975

16.2 Agency or organisation offering the course.

a) School board (elementary-secondary)
b) University
c) College, Institute of Technology, Trade School
d) Private schools - academic, business, trade
e) Government Department - Federal
  - Provincial
  - Local/Regional
f) Business, industry
g) Library, museum, art gallery
h) Church
i) Voluntary associations - YMCA
  - YWCA
  - Community association
  - Special interest groups
j) Professional/vocational association
k) Others (including individual tutor)

16.3 Is the agency offering the course your employer?

Yes
No

16.4 Which of the following describe the course schedule?

a) Full-time for a day
Full-time for more than one day (give total number of days)
Part-time evening (give total hours)
Part-time day (give total hours)
Combination of the above (give total hours)

16.5 Has the course now terminated? Yes .... Go to Q.16.6
No .... Go to Q.16.8

16.6 a) How many days or hours did you attend?
b) Did you complete the course?

Yes
No

16.7 Which of the following best describes your feelings about the course?

Satisfied with content and presentation ....
Satisfied with content - dissatisfied with presentation
Satisfied with presentation - dissatisfied with content
Dissatisfied with content and presentation ....

16.8 What was your main reason for enrolling in this course?

a) Required for career/vocational development Go to Q.16.9
b) Required to comply with formal requirements for an educational diploma, certificate or degree Go to Q.16.10
c) Required to satisfy a desire to obtain more knowledge Go to Q.16.10
d) Required to satisfy a desire to reach a religious goal Go to Q.16.10
e) Required to satisfy a desire to reach a personal goal Go to Q.16.10

16.9 If a) Are you taking the course because you are interested primarily in i) up-dating or refreshing skills for present career?
ii) changing careers?
iii) returning to your career after a period of absence?

16.10 Were you seeking accreditation from this course as part of a larger student, employee or membership training programme for some certification, or for a degree or a diploma?

Yes Go to Q.16.11
No Go to Q.16.12

16.11 If yes - who was offering the degree, certificate or diploma?

1) University, college or school board.
2) Provincial Department of Education.
3) Other government department.
4) Employer.
5) Professional association.
6) Other.

16.12 What was the cost of this course?

Tuition fee $ ________________
Materials $ ________________

16.13 Did your employer provide financial or other assistance?

Financial assistance ________________________
Leave from work with pay ____________________

Financial assistance and leave ____________

Other ______________________________

No assistance ________________________

16.14 Did you receive financial or other assistance from:

i) The Department of Manpower and Immigration
ii) Other sources
iii) No assistance.

17. Do the following agencies give courses, as described in question 15, in your locality?

	Yes	No	Don't know
School Board			
College			
University			
Private School			
Government - Federal			
Provincial			
Local			
Business, industry			
Library, museum, art gallery			
Church			
Voluntary association			
Professional association			
Others			

18. Do you plan to take courses in this coming year?

Yes	Go to Q.20
No	Go to Q.19

19. If no, how significant, is each of the following reasons in making this decision?

	Very Important	Somewhat Important	Not Important at all	Not Applicable
i) I do not have the time				
ii) There are no courses offered in this locality				
iii) There are no courses offered that interest me				
iv) I cannot afford the cost of the course (including transportation, baby-sitters, course materials, etc.)				

	Very Important	Somewhat Important	Not Important at all	Not Applicable
v) I have been dissatisfied in previous attempts at further education				
vi) I have not taken a course for so long, I would be hesitant about continuing my education at this time				
vii) I do not know what courses are being offered or who is offering them	(Go to Q.21)			

20. If yes, what would be your primary purpose in taking a course or courses?

a) Required for career/vocational development
b) Required to comply with formal requirements for an educational diploma, certificate or degree
c) Required to satisfy a desire to obtain more knowledge
d) Required to satisfy a desire to reach a religious goal
e) Required to satisfy a desire to reach a personal goal

21. Do you plan to change careers before retirement?

Yes (Although I do not want to change
(I want to change

No (Although I would like to change
(and I would not like to change

22. How important is further education to you in terms of your present position?

i) Absolutely necessary for advancement and to keep informed of recent developments in the field
ii) Necessary for advancement only
iii) Necessary to keep informed of developments only
iv) Not very important

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